

CONDITIONS OF EDUCATION IN CALIFORNIA

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This is the first edition of what is planned as a series of annual reports regarding the conditions of education in California. The primary purpose of this and subsequent publications in the series is to provide public officials, professional educators, and private citizens with a thorough, objective, and regular assessment of the performance of California's schools.

This initial, 1984, report may prove particularly significant. In 1983, California launched an ambitious and comprehensive education reform effort. (The reform policies are contained in Senate Bill 813.) The prescribed changes are directed at dozens of education matters such as high school graduation requirements, employee salaries, length of school day and year, secondary school counseling, and teacher licensing. The intent is to render California's schools more productive both for individual students and the state as a whole.

In future years it will be important to assess the extent to which reform efforts have been successful. By providing data on a number of school related dimensions, this report can serve as a baseline against which to judge future statewide educational outcomes. Toward that end, successive annual versions of this report will address the dimensions contained in this 1984 edition so as to enable comparisons to be made. Future reports will be issued in September to coincide with the beginning of the school year.

This report summarizes information about California's schools and students on dimensions such as demography, academic performance, curriculum and instruction, personnel, and finances. The information has been compiled from a spectrum of federal, state, and local sources. The report concentrates on kindergarten through twelfth grade public schools. However, a few data and conclusions are included regarding non-public and postsecondary education matters as well.

In compiling data about California education, we have attempted to present a balanced view. Schools have been much criticized of late. We offer no apology for their performance. On the other hand, we wish to make clear that there are

dimensions on which California's school systems have acquitted themselves well. We emphasize the positive points, as well as negative features, in both the body of the text and in the summary. In the Highlights section, which appears initially, we have attempted to underscore those current or future conditions of California education which likely will need substantial attention from policy makers, education professionals, and the public. Additionally, in the Highlights we summarize those components of education with which Californians can take pride.

This report is issued under the auspices of PACE, Policy Analysis for California Education. The concept of the PACE Project was endorsed by legislative leaders, executive branch officers, the Superintendent of Public Instruction, and education organizations such as the Association of California School Administrators, California Federation of Teachers, California School Boards Association and the California Teachers Association. PACE is funded by a grant from the Hewlett Foundation. However, none of these organizations or officials is responsible for the content or the conclusions contained in this report.

Information in this document was compiled in substantial measure by Richard Pratt, John Parsons, and Ralph Brott. Judy Snow prepared the manuscript. Helpful advice was provided by Robert W. Agee, Charles Benson, Walter I. Garms, Kati Haycock, Rita M. Mize, Rodney J. Reed, David Stern, and Aaron Waildavsky. Errors of fact or interpretation, however, are the responsibility of the PACE Directors, James W. Guthrie and Michael W. Kirst.

Reader comments regarding the manner in which this report can be improved or made more useful would be greatly appreciated.

The report is divided into five sections, Demography, Student Performance, Curriculum, Staffing, and Finance. The major factual points of each section are summarized below. Before proceeding with these summaries, however, there are several conclusions deserving of particular emphasis because of their public policy significance.

HIGHLIGHTS:
**Conditions Calling for the Attention of Policy Makers,
the Education Profession, and the Public**

Growth of Hispanic Enrollments

School enrollments are increasing generally, but growth in numbers of students of Hispanic origin is escalating dramatically. By 2000, Hispanics will comprise the largest single segment of the school-age population in California.

Hispanics presently constitute the overwhelming majority (74%) of all students with limited English-speaking ability. In 1983, more than 300,000 Hispanic enrollees in California's schools had only a limited grasp of English. This is 118 percent of the levels only two years before, 1981.

Available data suggest that Hispanic students score lower than other students on tests of academic achievement at both the elementary and secondary levels. Perhaps due in large measure to language related learning problems, more than one-third of California's Hispanic students are not now graduating from high school. Similarly, large proportions of students in other ethnic and foreign language categories do not graduate from high school.

The waste of human capital represented by the dismal education levels of large numbers of minority pupils is depressing individually for the students and their families and frightening for the overall society. If not addressed in an appropriate and sustained manner, this condition constitutes an arsenal of social explosives which threatens to destroy the economic productivity and civic fabric of the state. California faces no other public policy problem of more pressing importance.

School Effectiveness

Compared to other states, and perhaps other nations, California's public schools are generally lacking in rigor. This is evidenced by the shorter amount of time students spend in school, fewer demanding courses required, apparent grade inflation, and low scores on nationally administered examinations.

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Recent state changes have intensified high school graduation and college admission requirements. The majority of students planning to go to college already take the required added courses. The likely prospect is that the more rigorous mandates will fall most heavily on the very students who are not now succeeding in school. Educators will be challenged to implement the new requirements in a manner which does not exacerbate the high dropout rates to which we have already referred.

Teachers

California faces the Herculean task of employing 91,000 to 110,000 high quality teachers within the next decade. Salaries which are low relative to other professions, poor working conditions, upside down incentive systems, and the demoralizing low prestige accorded the education profession render it unlikely under current conditions that this demand will be fulfilled.

Finances

By comparison with other states, California is at once affluent and taxes its citizens at above national average levels. Despite such wealth and tax effort, it spends less per pupil than most other states. In fact, when spending is adjusted for inflation, California spent \$6,000 per classroom less in 1982-83 than in 1977-78. California spends higher than national average amounts on welfare. Arguably, a stable source of revenue for and effective spending upon education in the present could reduce welfare costs in the future.

Higher Education

Public school enrollments are increasing overall. However, this growth is currently concentrated in the elementary grades and its incremental nature coupled with previously mentioned high dropout rates, results in continued low secondary enrollments. By 1990, secondary enrollments will have declined 5 percent from their 1980 level, and California will graduate only 204,000 high school seniors. (The number graduating in 1980 was 257,000.)

This trend will eventually reverse itself as ever expanding elementary enrollments rise through the grades. However, under present conditions, for a period in the 1980s, the pool of students conventionally defined as eligible for higher education enrollment in California can be expected to shrink substantially.

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Conclusion

Enactment of Senate Bill 813 in July of 1983 constituted a significant step in addressing California's serious public school problems. However, the intensity of these problems and their systemic nature renders it necessary for policy makers, professional educators, and the public to sustain their efforts to provide the state with an effective system of schools. The goal is not yet in sight.

HIGHLIGHTS:

**Conditions of Education in Which
California Can Take Pride**

- Student performance on third and sixth grade tests administered by the California Assessment Program (CAP) has increased steadily for eight years.
- Scores of California secondary students on the mathematics portion of the Scholastic Aptitude Test (SAT) have risen since 1978 and are once again higher than the national average.
- California is tied for third place among the fifty states in the proportion of high school graduates who hold two year college degrees (this percentage was 9.1 for 1972 high school graduates) and tied for 16th in the nation in the proportion of high school graduates having either a 2 or 4 year college degree (this percentage was 24.6 for 1972 high school graduates).
- California continues to be a leader among states in providing specialized services to address the educational needs of handicapped, limited and non-English speaking, and low achieving students. No other state has as wide an array of such specialized categorically funded offerings. In fact, in 1983, California allocated almost 30 percent of its total K-12 school spending to such special programs.
- Nineteen eighty-four holds the prospect of being the second consecutive year during which school revenues have grown faster than the national rate of inflation.

FACTUAL SUMMARY

Student Enrollment/Demography

*Previous enrollment declines were concentrated primarily in urban areas from Santa Barbara County to Orange County and in the San Francisco Bay Area. Declines in these limited geographic areas were so dramatic during the 1970s that they swamped overall state-wide pupil figures. Enrollments actually increased in most of California's counties.

*While public school enrollment declined during the 1970s, non-public schools' share of total enrollments climbed from 8 to 12 percent.

*While K-8 enrollment will increase 25 percent by 1990, 9-12 enrollment will decline 5 percent, but rise thereafter.

*Hispanic students are the fastest growing portion of the school age population and will constitute the largest segment by the year 2000.

*Students with limited English-speaking proficiency account for 12 percent of all California students. This is an increase from 9 percent in 1981. The largest language group among these students is Spanish, with approximately one-third of all Hispanic students being limited in English.

Student Performance

*Large proportions, between 24 percent and 61 percent, depending upon grade level, of all California public school students fail one or more of the state-mandated,

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locally-administered proficiency tests.

*Of twelfth graders satisfying all public school graduation course requirements, 21 percent nevertheless failed one or more subject matter proficiency tests in December 1981.

*After a steady, eight-year improvement on state-wide test scores, California's third and sixth graders now perform slightly above the national median on basic skills. However, scores at grade 12 have remained constant over this same time period, and the average California public school twelfth grader ranks at only the 39th to 46th percentile nationally, depending on the subject.

*In 1983, California seniors scored below the national average on Scholastic Aptitude Tests' verbal test and achievement batteries. This is despite their reporting higher-than-national average course grades in the subjects these exams cover. The exception is mathematics, where California scores have risen 8 points since 1978 and are now above the national average.

*California's high school dropout rate increasingly exceeds the national average. This is not simply because the state's proportion of dropout-prone, e.g., limited English-speaking students, is higher than the national average. It is also the case in California that above average percentages of white, middle class, suburban, and female students do not complete high school.

Curriculum

*The average California public high school graduate attends the equivalent of one and one third years less school than his or her national counterpart, because of shorter school days and fewer days in the school year.

*The lower the socioeconomic standing of California

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students, the less likely they are to be exposed to academic subject matter, e.g., science, math, foreign language, and English composition.

*Virtually all the state's secondary schools offer the subject area (A-F) courses required of entrants to the University of California. However, a recent California Postsecondary Education Commission survey reveals that 17 percent of the state's comprehensive high schools do not offer a sufficient number of A-F classes to permit all interested students to complete these. Moreover, not all high schools offer Advanced Placement (AP) courses.

Staffing

*California will need to employ an estimated 91,000 to 110,000 new teachers between 1984 and 1991. If the state's pupil/teacher ratio, currently the second highest in the nation, were reduced to the national average, then California would need to employ as many as 246,000 new teachers by 1991.

*Only 6 percent of California's teachers, contrasted with 26 percent of its students, are of Hispanic origin. Low high school graduation rates among Hispanic students and their low passing rates on the California Basic Education Skills Test (CBEST) required of teacher candidates suggest that this ratio will not change soon.

*Teachers continue to be among California's lowest paid professionals. Average salaries in 1980-81 had only 92 percent of the purchasing power of 1969-70. Entry level teacher pay is now lower in terms of purchasing power than was the case in 1960 and 1970.

Finance

*Between 1979 and 1983, California's public school per pupil expenditures declined nearly 8 percent, after adjusting for inflation. Funding of Senate Bill 813 reversed this trend by increasing California expenditures faster than the national average.

*California was the only state in 1980 that was higher than the national average in both taxable wealth and tax effort but below average in kindergarten through twelfth grade per pupil expenditures.

*In 1980, California's per pupil expenditures were \$441.56 less than would be predicted on the basis of the state's wealth and tax effort. If the state had spent the amount expected, given its wealth and tax effort, schools would have received an additional \$1.76 billion in 1980. More recent data reveal that California continues to spend less per pupil than the national average.

STUDENT ENROLLMENT/DEMOGRAPHY

ENROLLMENT

The 1970s was a decade of decline in public school enrollment in both California and the nation. As Exhibit 1 reveals, public school enrollment declined 8 percent between 1974-75 and 1982-83, and the public school share of total school enrollment dropped from 91.5 percent to 88.4 percent. Private school enrollment in California increased 29 percent between

1974-75 and 1982-83.

As Exhibits 2 and 3 display, however, the above-mentioned enrollment decline has not been an even, state-wide phenomenon. Exhibit 2 presents enrollment figures by county for 1972 and 1982 and the percent of enrollment growth or decline for each county. Shaded areas in Exhibit 3 indicate counties where enrollments increased during this period. It can be seen that the enrollment decline has occurred primarily in urban areas along the Southern California coast from Santa Barbara to Orange Counties and the San Francisco Bay Area. San Diego is the only urban county that experienced enrollment growth. Enrollments increased throughout most of the state. Altogether, of California's 58 counties, 33 have experienced enrollment growth, with the largest growth occurring in San Bernardino and Riverside counties.

Past enrollment declines have already begun to be reversed. As Exhibit 1 shows, public school enrollment in 1982-83 is slightly higher than the previous year. This is the beginning of projected increases that will continue well into the next century. By 1990, total public school enrollment is expected to exceed 4,500,000.

Most of the initial increase, somewhat obviously, will take place in the early grades. Thus, in 1990, approximately 38 percent of public school students will be in kindergarten through third grade and 37 percent will be in grades four through eight. Less than a fourth of all students will be in secondary school in 1990. In fact, secondary school enrollment is expected to be lower in 1990 than in 1980, but will rise thereafter. This has substantial implications for higher education enrollments, teacher training, and the general labor force, which we will discuss later.

ETHNIC DISTRIBUTION of CALIFORNIA STUDENTS

Exhibit 4 displays the ethnic distribution of California public schools for 1981-82. This too will change over the next several decades, as minorities, especially Hispanics, increase in number. California is home to nearly a third of the nation's Hispanics and their age distribution is considerably younger than non-Hispanics (Exhibit 5). For example, in 1980, 43 percent of the Hispanic population was aged 1 to 19 years, while only 31.2 percent of all non-Hispanics were in this age group. By the year 2000, Hispanics will begin to outnumber whites in the 1-19 age

group in California. In other words, Hispanics will become the largest single school-age population group in California.

As California's Hispanic population grows in both number and as a proportion of total population, there is increasing awareness of great diversity among this group. The term "Hispanic" is applied to persons of Spanish, Mexican, Cuban, and Puerto Rican origin as well as to individuals from Central and South American nations. Furthermore, a Hispanic may be a recent immigrant or a fifth-generation U.S. resident. It is clear that Hispanics cannot be regarded as a homogeneous group. However, it will also become clear in this report that many Hispanics share common problems with respect to education.

One such problem is illustrated in Exhibit 6. This depicts the grade distribution of public school enrollment for 1981-82. Hispanic enrollment drops considerably between kindergarten and twelfth grade, while white enrollment rises. All other enrollments remains steady, but decline between grades 11 and 12. This exhibit does not reflect the age distribution of the Hispanic population because the 1 to 9 age group is virtually identical to the 10-19 age group in number. Instead, these data indicate steady, substantial school attrition among Hispanics, who comprise nearly 35 percent of the kindergarten population, but only 16 percent of the twelfth grade population. Out of a cohort of 100 Hispanic students entering elementary school, fewer than 65 will reach twelfth grade, and nearly 1 in 5 Hispanic sophomores fail to graduate. This compares with 17 percent of Black, 12 percent of White, and only 3 percent Asian sophomore who fail to graduate. Hispanic school attrition is clearly a major problem in California education and unless conditions are altered will be intensified by increasing numbers of school-age Hispanics.

LIMITED ENGLISH STUDENTS

Exhibits 7 and 8 display the distribution of Limited English Proficient (LEP) students in California public schools. (Because of uncertainties in the identification of some students as LEP, these data are probably conservative.) Spanish is by far the largest LEP language group, constituting 8.3 percent of the total student population, and 74 percent of all LEP students. All Limited English Proficient groups have increased over the last three years except Filipino, which has increased in numbers but remains constant as a proportion of the total student population. By combining the information of these exhibits with Exhibit 4, we see that approximately a third of all Hispanics are LEP, while less than a fourth of Asian/Pacific Islanders and an eighth of Filipino are LEP. That is, not only do Hispanics

constitute the largest minority and Spanish the largest LEP category, but also proportionately more Hispanics are LEP than any other minority.

Exhibit 9 displays the percentage of students that are LEP for each grade. It would be comfortable to believe that the steep decline of LEP students from kindergarten through grade twelve is due to students becoming English proficient. However, we have already seen dramatic evidence of attrition among Hispanics, who constitute the largest category of LEP students. The fear is that the decline in LEP student numbers is due as much to attrition as to the success of bilingual classes or English language instruction, and that failure to become English proficient may be one factor behind the Hispanic attrition rate. The close parallel between Spanish LEP and all LEP indicates that the proportion of non-Spanish LEP remains fairly constant among all grades. This is probably due to a combination of in-migration of LEP students at all grade levels and the fact that some LEP students do not become English proficient as they rise through the grades. There presently are no data to allow us to assess the relative impact of each of these factors.

DISTRIBUTION OF STUDENTS AMONG COUNTIES

Exhibit 10 displays the distribution of students among California's counties. Nearly a third of all students are in Los Angeles County, which has more than three times as many students as the second-ranked county. The top four counties have more than half of all students, and the top ranked eleven California counties have 75 percent of all students.

Exhibit 10 also reveals how the two largest minorities--Hispanics and Blacks--and LEP students are distributed among counties. Los Angeles County has the largest number of Hispanics, Blacks, and LEP students. This is true not only because of its size, but also because in Los Angeles, proportionately more students fall into these categories than in most other counties. That is, Los Angeles county students are 39.3 percent Hispanic, compared to a state average of 25.8 percent; 16.3 percent Black, compared to a state 9.9 percent; and 16.7 percent LEP, compared to a state average of 11.3 percent.

Some counties, however, have higher proportions of students in these three categories, though fewer numbers than Los Angeles. Counties with larger proportion of Blacks include Alameda (24.5 percent), San Francisco (24.2 percent), and Solano (16.5 percent).

Although nearly half of all of California's LEP students are

in Los Angeles County, four other counties have a higher proportion of LEPs. These are Imperial (28.9 percent), San Francisco (26.5 percent), San Benito (23.8 percent), and Monterey (18.4 percent). Los Angeles, by comparison, is 16.7 percent LEP. These five counties are also among the counties that have the highest proportion of Hispanics. This lends further credence to the notion that English language fluency is a major problem among Hispanic students.

DESEGREGATION

Each school district having more than one school serving the same grade level is required to identify the schools (if any) in the district that have, or are in danger of having, in the judgment of the board, racial or ethnic segregation of its minority students. School districts that have adopted or are currently developing desegregation plans pursuant to court orders are exempt from this requirement. Districts that have identified schools that are or are in danger of becoming segregated are required to develop and adopt a plan to alleviate the problem. There is no state definition of segregation, and each district develops its own criteria to determine whether or not its schools are segregated.

Every five years the State Department of Education conducts a survey to assess local compliance with these requirements. The last survey was conducted in 1979. Results from the 1984 survey are currently being tabulated. The 1979 survey revealed that 1,943 schools in California were predominantly (over 50 percent) minority. These schools served 32 percent of all students in the state and 61 percent of the state's minority students. Approximately three-fourths of the predominantly minority schools were in predominantly minority districts.

The number of predominantly minority schools had risen since the first survey in 1967, but this may have been precipitated by overall declines in white student population coupled with growth in the minority student population. The survey revealed that the degree of isolation of Black students had declined while that of Hispanic students had risen. Isolation refers to the high proportion of minority students in individual schools. According to one measure, minorities were considered isolated if the percentage of minorities in a school was at least 20 percent higher than in the district as a whole. In the fall of 1979, 533 schools met this criteria. Nearly half of these, 266, were in Los Angeles County. Eighty-two districts reported that one or more schools are segregated or in danger of becoming segregated. The Department of Education's Office of Intergroup Relations expects the 1984 survey will show similar results.

STUDENT PERFORMANCE

The available measures of student achievement discussed in this section focus on cognitive outcomes of schooling. It is important, however, to caution against heavy reliance on test scores to evaluate school and student performance. Schools produce many outcomes that cannot be easily measured by tests. In addition, standardized tests may not be well-aligned with curriculum content, especially at the secondary level, where a wide variety of "elective" courses are often available to students.

Also, the available information on student achievement in California leaves many gaps. There is, for example, scant information on the junior high years, little information on the distribution of student scores, and an unsatisfactory method of making national comparison's. This section, therefore, should not be seen as a comprehensive analysis of student achievement in California. However, even within these limitations, there are useful indicators of student performance, to which we now turn.

PROFICIENCY EXAMS

There are three broad measures of California students' academic performance--state-mandated proficiency exams (which are developed and administered by local school districts), the California Assessment Program (CAP) exams, and the College Board (Scholastic Aptitude Test, SAT) exams. Each of these measures has strengths and weaknesses.

Legislatively mandated proficiency exams are developed and administered locally and hence do not permit a statewide standard measure of performance. In fact, these tests vary widely from district to district in terms of content and level of difficulty. They are useful, however, because they indicate the extent to which students meet local standards of performance, and because results are reported with regard to ethnicity and language proficiency. Also, at the twelfth grade level, proficiency exams allow comparisons between proficiency test failure and course failure, (Exhibits 11-13). Exhibit 11 reveals

that the average failure rate peaks in grade 9, at 61 percent, and thereafter gradually declines to 24 percent by the first semester of grade 12. After intensive second-semester remedial instruction and retesting, only about one percent of seniors fail to graduate because of proficiency exam failure. This improvement is probably due, at least partially, to the fact that many students who fail in grade 9 are no longer enrolled by grades 11 and 12. This hypothesis is supported by comparing the failure rate among ethnic and minority group students at different grade levels. In grade 6, the highest failure rate is among Hispanics, while in grades 11 and 12, the highest rate is among Blacks, with Hispanics a distant second in grade 12. We have already observed a high rate of school attrition among Hispanics and must conclude that it is the academically low performing students who drop out and that this results in lower failure rates in higher grades. This phenomenon may be occurring to some extent among all ethnic minority groups. Thus, it is impossible to determine how much the lower failure rates in grade 12 reflect student improvement, and how much is due to attrition among those students most likely to fail.

Exhibit 13 displays proficiency test failure rates among those first semester twelfth grade students meeting all course requirements for high school graduation. Clearly, doing well in class is no guarantee of doing well on the proficiency test, especially among many minorities. This could result from either a mismatch between course content and test questions (what is taught may be different from what is tested) or from grade inflation and lack of academic rigor in the classroom.

CALIFORNIA ASSESSMENT PROGRAM EXAMS

Unlike proficiency tests, CAP results are not presented by ethnicity, but they are based on state-wide norms. This provides a picture of average performance among all third, sixth, and twelfth grade students in the following skill areas: reading, written languages, mathematics, and spelling (grade 12 only). Exhibit 14 depicts CAP results from 1975-76 through 1982-83 and December 1983 scores for grade 12. Scores for grades 3 and 6 are presented on a standard scale, with 1979-80 being the base reference year (all scores for this year are set at 250). Results for grade 12 display the average percent of items answered correctly.

In order to reduce overall test taking time, each examined

student sits for only a portion of a CAP exam. Different students sit for different portions, and in this way results can be combined to yield average scores. This procedure, while time and resource efficient, renders it impossible to identify the distribution of achievement.

As shown in Exhibit 14, CAP scores for grades three and six have been steadily increasing for several years. However, without precise knowledge of the distribution of scores, we cannot accurately ascertain where this improvement is taking place. Average scores will increase if all students improve, but they will also increase if only the least able or best students improve. We do not have sufficient data to specify where improvements are occurring, or where (if anywhere) improvements are not occurring.

Exhibit 14 also shows that grade 12 results are mixed. They have fluctuated over the past eight years, but now display slight improvement over 1975-76 levels in all areas except reading, which dropped from 64.1 to 63.1.

Exhibits 15 through 17 contain the results of equating studies that compare CAP results with nationally normed tests, and display average California student's percentile ranking. Results vary widely, depending on the test used, but for grades 3 and 6 most California scores fell near the national median in 1983. Results are less encouraging for grade 12, where California ranks from the national 34th to 47th percentile in reading, the 28th to 57th percentile in language, and the 41st to 55th percentile in mathematics. In all three areas, California's grade 12 rankings have declined since 1969-70. This has contributed to the major focus on secondary education in the Senate Bill 813 reforms.

SCHOLASTIC APTITUDE TESTS (SAT)

California Assessment Program results are echoed by SAT scores between 1971 and 1983. Exhibits 18 and 19 display math and verbal score declines both nationally and in California. California verbal scores, which in 1972 were higher than the national average, dropped below the average in 1976. They continue to be lower than the average in 1983, even after small improvements in 1979 and 1981. Exhibit 19 shows that California math scores dropped to a low in 1978 and have since risen to where they are once again above the national average. They are

still well below 1972 levels. California SAT Achievement Test scores, subject matter based examinations, also tend to be lower than the national average (Exhibit 20).

Although California seniors score lower on the SAT verbal test, they report a higher than national grade point average for English (Exhibit 21). This table also reveals higher reported grade point averages for classes in all subjects except math. This provides more evidence for the hypothesis of grade inflation. Moreover, Californians spend less time in study of each of the listed subject areas except foreign languages. There will be more on this topic in the report section on Curriculum.

Exhibits 22 and 23 display the distribution of SAT scores for California and the nation. Exhibit 23 shows that on the verbal test, there is no difference in California and national performance above the median score. California has a lower average score because more of its students score at the lowest ends of the distribution. This may be partially due to the fact that proportionately more California seniors sit for the SAT than is the case for the nation. Also, many low scoring students are LEP and some are recent immigrants who may not only be LEP but also cannot accurately be considered graduates of California schools. Their performance should not be used to evaluate California schools. Performance of LEP and immigrant students on the SAT and other performance measures and how that performance reflects on California schools is worthy of further study. Available data suggest, however, that if the California test-taking population were more like that of the nation, California scores would be higher.

Exhibit 24 shows the ethnic composition of Californians taking the SAT. More than half of all test-takers are white, but as a proportion of their cohort, twice as many Asians as whites take the test. That is, two-thirds of all Asians take the test as compared with one-third of all whites. Hispanics run a distant last at 16.8 percent. Since taking the SAT is an indication of planning to go or at least to apply for college, and since continuation of education beyond high school is an important school outcome, the low proportion of Hispanics taking the test represents another area of concern.

Curiously, California Assessment Program reading and language scores are not well correlated with verbal SAT scores, which have fallen from 430 to 421 during this period, while CAP language and spelling scores show increases and CAP reading scores show only a small decline.

There are at least two explanations for this discrepancy.

First, the CAP and SAT exams may test different skills. In this case we would not expect performance on one to be related to performance on the other. This would be unlikely, if both test skills within the same general area, in which case we would expect at least some overlap on specific skills tested. Moreover, a student's level of ability on one set of skills would be expected to transfer to a similar level of ability on a different set of skills within the same subject areas. In this case, we would expect both tests to generate similar distributions of performance. Different scores could result, however, if the exams test different levels of skills. That is, if the SAT tests "higher-order" skills and the CAP test more "basic" skills, then lower SAT scores could represent decreasing mastery of complex skills, even if mastery of basic skills remains the same.

An alternative explanation resides in the fact that CAP results yield an average score for all California twelfth graders, while the SAT scores are averages for only the 38.5 percent of twelfth graders who sit for that exam. Possibly, the decline in verbal ability among these students has been offset by an improvement among the remaining students so that CAP results are virtually unchanged during this period.

DROPOUTS

Another indicator of student and school performance is the proportion of students who graduate from high school. As Exhibit 25 shows, California's dropout rate is higher than the national average and has increased since 1972. The U.S. Department of Education data in this exhibit are the percentages of ninth graders who did not stay to graduate. More recent data, from the nationally sponsored High School and Beyond (HSB) survey assess the persistence of students from the second half of tenth grade through the second half of twelfth grade (not through graduation). These data show a dropout rate of 16.8 percent for California and 13.7 percent for the U.S. average.

Further analysis of the HSB survey data shows that California's dropout rate is higher than the national average not because of a high rate among California's large Hispanic population (which we have already noted in this report), but because, in California, the dropout rate is significantly higher among white, suburban, and female students. The most common reasons California students give for dropping out include poor

grades, a feeling the "school was not for me," pregnancy, and choosing to work.

CURRICULUM

In order to graduate from a comprehensive high school, a California student must complete a locally-prescribed course of study and pass locally-developed proficiency tests in reading, writing, and mathematics. A recent survey of 26 comprehensive high schools reveals that course of study requirements range from 170 to 235 units. To satisfy these unit requirements, three kinds of courses are typically required: (1) academic (which account for less than half of unit requirements), (2) specified non-academic (such as physical education or driver's education), and (3) elective (which account for almost half of required units). Exhibit 28 displays the minimum, maximum, and mean distribution of unit requirements among the high schools surveyed in the recent study. Exhibit 27 shows more detailed information on the distribution of unit requirements among specified subject areas. It can be seen from these two exhibits that there is a great deal of variation among schools with regard to the number of units required for graduation as well as to how those units should be distributed.

This variation is partly explained by the practice of "tracking," by which students are divided into (typically) four tracks: (1) upper, (2) college preparatory, (3) general, and (4) lower. The distribution of students among tracks varies considerably from school to school. The proportion of students in the upper track ranges from 3 to 30 percent of the high school student population, college prep 15 to 76 percent, general 25 to 75 percent, and lower 4 to 30 percent. Generally schools with a large proportion of students in the higher tracks require more units (and a higher concentration of academic units) for graduation.

While there is a great deal of variation among schools with regard to the number and distribution of units needed for graduation, there is an equal amount of variation within schools with respect to the course of study followed by students. Students in the upper and college preparatory tracks are assigned to sequentially-related academic courses and tend to take more academic courses than students in the general or lower tracks. In fact, in some cases, college prep students accumulate twice as many academic units as other students in the same school. Due to

the large number of academic units taken by upper and college prep students, they take few electives.

Lower track students usually take "easier" courses in shorter sequences. A sequence of remedial courses is usually prescribed for these students. Thus students who are placed in the lower track upon entering high school have a reduced opportunity to accumulate as many academic units as better-prepared students.

General education students generally take the minimum required academic coursework and opt for more electives. Ironically, these students, who have the most choices to make with respect to course selection, receive less attention from counselors than students in the other tracks, who take more prescribed courses of study.

Two recent events have had a strong impact on high school curricula. First, proficiency tests have caused a transfer of resources to the lowest achieving students to provide them with the additional coursework needed to pass the exams. In general, this has resulted in a reduction of elective courses, and courses for upper and college track students have remained untouched. Second, Proposition 13 has resulted in the elimination of summer school in almost every case. This reduces the opportunity for low achieving students to take needed remedial work. College-bound students have also been affected, since many of them used summer school to satisfy basic requirements, and then took more elective courses during the year.

Proposition 13, by reducing school revenues, has also affected curriculum through the lowered availability of current textbooks and other supplies. The above-mentioned survey found that in some schools, upper and college preparatory students were assigned books that they could take home, but general and lower track students were not allowed to take their books from the classroom, because there are not enough to go around.

Time of instruction is another important curricular component. On the average by the end of grade three, California public school students have spent an equivalent of one-half year less in instruction than their national peer group. By grade twelve, this disturbing figure has grown to one and one-third years less. This is due to both fewer hours per day and fewer days per year than the national average.

Instruction time also varies substantially among just California schools. For example, the high school survey reveals that the length of a class period in the schools varies from

forty-five to fifty-five minutes, leaving some schools with fifteen hours per semester less class time in given subjects (Exhibit 26). These differences are compounded by differences in the length of the school year among districts.

Exhibit 29 details how three sample high schools vary in total hours of instruction over four years. It can be seen that a difference of only 10 minutes per period can translate into hundreds of hours of more instructional time over the four-year period. School 12, for example, offered 345 hours of more instruction in English, math, and science to lower track students than School 19.

STAFFING

California's school districts currently employ 172,793 full-time teachers and 16,353 full-time administrators, superintendents, assistant superintendents, principals, and vice-principals. Exhibit 30 depicts the racial and ethnic diversity of this staff. It also illustrates how much more homogeneous the staff is than the student population it serves. Minority groups are all disproportionately under-represented among education employees. This is especially true of Hispanics. This is true even though from 1967-1980 the number of Hispanic teachers more than doubled from 4,189 to 8,826. There is reason to fear that this trend of increased Hispanic employment will not continue. We refer here to the high Hispanic dropout rate described in a prior section. The shortage of bilingual teachers in California was projected to have ranged from 8,600 to 11,600 for the 1983-84 school year.

State Teacher Retirement System figures also indicate a widening gap between the current 36%-64% ratio of male to female teachers. Though these figures include community college teachers and administrators, the trend is clear. Males increasingly are not seeking employment in education. Only 25% of the professional education employees in age range 25-30 are male. Among employees under age 25, 16.5% are males and 83.5% are females.

The relative absence of new male teachers in part reflects the current shortage of math and science teachers. Males constitute 66% of high school math teachers, 72.9% of science teachers, and 71.6% of computer science teachers (Exhibit 32). The shortage for math and science teachers is projected to be

1,180 to 1,580 positions for the 1983-84 school year.

Not only will California need teachers to fill those areas currently experiencing shortages, but also the state is faced with the prospect of requiring from 91,000 to 110,000 new teachers within the next ten years.

The projected demand is comprised of the following components. First, California is expected to have some 775,000 additional public school students in 1991. Based on present teacher-pupil ratios, this will require 34,000 more teachers. Second, approximately 30,000 teachers are expected to retire by 1991. Third, attrition among preretirement teachers will result in a loss of from 27,000 to 46,000 teachers. Totalling these estimates yields a projected demand for from 91,000 to 110,000 additional teachers.

California's student-teacher ratio of 23.1 to 1 is the second highest in the nation. If the state were to raise the ratio to 30 to 1, with a 6% resignation rate, it would still need 110,000 new teachers in the next ten years. Or, if California were to drop to the national average and experience an 8% resignation rate, it would need as many as 246,000 new teachers.

California currently approves approximately 18,000 first-issue teaching credentials annually. Strictly in terms of numbers the educational profession is currently being supplied with sufficient licensed teachers to meet California's projected demand. What is uncertain is whether those receiving credentials will actually choose teaching over more lucrative opportunities often present in the private sector. Math and science teachers appear to be the most vulnerable. Private industry offers math degree holders up to \$10,000 more as a starting salary than does the teaching profession. Exhibit 33 shows that a number of professions offer beginning salaries exceeding that of education. In addition to low beginning salaries, teachers in California have lost an average of 8% of their purchasing power since 1970.

Clearly, pay will be a major factor in meeting projected demands for teachers. This is true both for retaining the 63% of California's teachers who have 10 or more years' experience and have reached the top of their school district salary schedules, and for attracting the large number of new teachers necessary.

While California's teachers had a median income in 1982-83 of \$24,375. The national median income for all workers with similar levels of education was \$41,387 in 1982. Some have argued that lower teacher salaries are justifiable on the grounds that

teachers only work nine months during the year. Exhibit 34 reveals that if teacher salaries were adjusted for this difference (i.e., equal to three-fourths of the median income for similarly-trained workers) their median income would be \$31,190 - still well above the actual level.

Teachers in California have earned higher salaries than teachers nationally for several years, and in 1982-83 ranked seventh among states and the District of Columbia in average teacher salaries. Caution is urged in interpreting this statistic, however, because California is a high income state, ranking fifth in per capita income and ninth in personal income per pupil in 1982. Thus, when we consider teacher salaries as a percentage of each state's personal income, California is tied with Florida for the lowest in the nation (Exhibit 35). This implies that teachers in these two states lose the most, financially, by not engaging in an alternative career, and suggests the existence of a serious obstacle in recruiting "the best and the brightest" for the teaching profession. This statistic also presents cause for concern over the possibility that promising beginning teachers may choose to work in other states where lower salaries may purchase a higher standard of living.

MEASURES OF ABILITY

High school seniors taking the SAT who specify education as an intended course of study typically score 30 points lower in verbal and 40 points lower in math than the national average. There are no data concerning how many of these actually enter the teaching profession or how many other test-takers switch their preference to teaching during college or upon graduation. Despite scoring lower on SAT exams and having lower high school GPAs than their college peers, students in California State University campus teacher training programs exceed the mean GPA at each campus in most cases by .3 grade points or more. This may suggest grade inflation and a corresponding lack of rigor in teacher training programs that needs to be remedied if the quality of new teachers is to improve.

Unlike forty-five other states, California colleges generally do not offer undergraduate education degrees. Each student must complete undergraduate academic training in another discipline. Unlike 48% of the teacher preparation institutions nationwide, no California state post-baccalaureate teacher

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preparatory program routinely accepts students with undergraduate GPAs less than 2.5. Once enrolled in a teacher training program, California's colleges do not recommend a graduate student with a GPA under 2.0 for candidacy. Twenty-eight percent of elementary teachers and nearly 50% of secondary teachers currently hold Master's degrees.

Testing scores and failure rates of teachers and prospective teachers are alarming. Approximately 33% of full time teachers seeking a new credential and 29% of students seeking a first-time credential failed the California Basic Educational Skills Test (CBEST). Also there is a great difference in pass rates among races on the CBEST (Exhibit 36). It is assumed, but not yet proven that these tests measure attributes essential to good teaching. Whether the tests are racially biased is not now known.

ADMINISTRATIVE PERSONNEL

Between 1979 and 1982, approximately 13,600 administrative services credentials were granted (3,400 per year). At the same time, only about 16,000 school administrators were employed in California. At the current rate of credentialing, California's school administrator corps could be entirely replaced every five years. Unfortunately, statistics are not gathered on how many newly-credentialed administrators obtain positions and how many current administrators retire or otherwise leave the profession each year. Thus, no precise calculations can be made of the size of the mismatch between administrator supply and demand. However, a reasonable estimate is that from 680-1360 new administrators are hired each year. This suggests a substantial oversupply.

Exhibit 37 shows administrator salaries by sex and racial or ethnic group. It can be seen that school administrators are predominately white and male. White males earn the largest average salary, and males of all ethnic groups earn more than all females. Hispanic females are the lowest paid of all administrators. Even the lowest paid administrators are paid considerably more than teachers, however. This large pay differential may help explain why newly-credentialed administrators outnumber available jobs by such a large margin. In fact, based on current salary differentials, a teacher may increase his or her lifetime earnings from as little as \$218,000 (by becoming an assistant principal at age 34 and retiring at age

61) or as much as \$441,000 (by progressing from assistant principal to superintendent). These figures are based on current salary differentials, and do not take into account the effect of inflation on future differentials.

FINANCE

The most significant trend in California school finance over the past five years has been a steady decline in inflation-adjusted school support. This trend follows a gradual rise in school funding that peaked in the 1979-80 fiscal year. This is illustrated in Exhibits 38 and 39, which reveal that large absolute-dollar increases in per pupil expenditures between 1974-75 and 1984-85 have been virtually neutralized by inflation. The result is that a 109.4 percent increase in actual revenues since 1974-75 equates to only a 9.4 percent increase in real purchasing power. This has actually declined 7.5 percent from its peak in 1979-80.

COMPARISON WITH OTHER STATES

As a result of this decline, per pupil school expenditures in California have dropped below the national average (Exhibit 40, column 3). There has been considerable publicity over the fact that California ranks second to last among all states and the District of Columbia in terms of school expenditures as a proportion of per capita income. However, a state's rank on this scale is as much a function of its per capita income as its educational expenditures, so that, ceteris parabus, the greater a state's personal income, the lower will be this ratio.

Exhibit 40 displays the result of an alternative procedure for making interstate comparisons of school expenditures. Columns 1 and 2 show each state's Tax Capacity Index and Tax Effort Index, respectively. (See technical notes in Appendix for derivation of these indices.) Column 4 displays per pupil expenditure capacity, which is calculated by multiplying the national average per pupil expenditure by each state's Tax Capacity Index. This is interpreted as what each state can afford to spend on education (based on its tax capacity) with respect to the national average. It may also be a measure of the per pupil

cost of providing a standard level of education in each state, if the Tax Capacity Index is taken as a proxy for each state's cost of living. Thus, states with high Tax Capacity Indexes may need to spend more per pupil to accommodate the higher cost of providing education.

While the per pupil expenditure capacity incorporates differences in each state's tax wealth, it fails to capture differences in states' general "tastes" for taxation. A state's revenue depends not only on its tax capacity, but also on the rate of taxation. Accordingly, we might multiply the per pupil expenditure capacity for each state by its Tax Effort Index to yield a state's expected per pupil expenditure (column 5). This is interpreted as what the state would be expected to spend on education given its combination of per capita tax wealth and tax effort, and using average per pupil expenditures as the basis for comparison. In other words, this technique divides differences in per pupil expenditures among states into three categories: (1) differences due to disparities in tax wealth, (2) differences due to disparities in tax rate ("taste for taxation"), and (3) a "residual" difference that may reflect differences in "taste for education" among states. The correlation between expected and actual per pupil expenditures is fairly high ($r=.77$). Differences between actual and expected per pupil expenditures are in Column 6. California ranks fourth from the bottom in this category, indicating a "low taste for education" relative to most other states. Also, while California ranks 7th in expected per pupil expenditure, it falls to 22nd in actual expenditures. This is a dramatic difference in light of an otherwise strong rank order correlation between the two sets of standings ($r=.87$). California is the only state that is above average in the Tax Capacity Index and Tax Effort Index and below average in actual per pupil expenditure is below the national average.

School expenditure data in Exhibit 40 are from 1980. This is in order to make them compatible with the Tax Effort and Capacity Indexes, which are from the same year. More recent (1982-83) school expenditure data show that California has dropped to 36th place on per pupil expenditures and that the gap between California per pupil expenditure (\$2,490) and that of the U.S. (\$2,917) has widened. Between 1972-73 and 1982-83, the real growth in California per pupil expenditure was 3.1 percent. This is the lowest growth rate of all states except Vermont. The national growth rate was 22.5 percent.

California's per pupil "instructional" costs are actually higher than the national average, but lower administrative and other costs reduce California's standing on total expenditures (Exhibit 41). Higher than average California instructional costs

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are the result of higher than national average salaries. However, teacher salaries in both California and the nation have failed to keep up with inflation since 1970 (Exhibit 42).

The proposed budget for 1984-85 calls for a 7.2 percent increase in per pupil expenditure over the previous year--a 2.0 percent increase discounting for inflation (Exhibit 43). When seen in relation to a 13 percent increase in the total state budget, this appears to be a continuation of the relatively low priority accorded to elementary and secondary education in relation to other state programs. However, this does bring state support for education to 98 percent of its peak level in 1979-80.

As a comparison of Exhibits 44 and 45 reveals, the largest budget increases are tied to the Senate Bill 813 reform programs, which, all totaled, are slated for a 540.5 percent growth. By contrast, school apportionments are scheduled to rise by 8.4 percent and some categorical programs are proposed to be reduced by substantial margins.

SCHOOL DISTRICT EXPENDITURES

A more detailed description of expenditures at the district level is presented in Exhibits 46 and 47. Here can be seen that General Fund expenditures constitute 88.75 percent of school district outlays and that in 1981-82 personnel costs comprised 84.11 percent of General Fund expenses in 1981-82. This means that 74.31 percent of all school district expenditures are labor related. This is a low estimate, however, since expenditures from other funds, such as adult education and deferred maintenance, are also labor related. Clearly, the need to hire additional teachers to stay abreast of anticipated increases in ADA and the need to pay teachers higher salaries (discussed elsewhere in this report) could have a significant impact on the level of school funding. To illustrate, an increase of 10 percent in salaries and benefits, which would raise teacher purchasing power to the 1969-70 level, would necessitate a General Fund increase of 8.8 percent, even if all other expenditures were held constant. In 1981-82, such an increase would have cost the state nearly an additional \$870 million.

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Precise school construction needs are not known, but the Office of Local Assistance (OLA) estimates that for 1983-84, it stood at \$517 million, of which \$200 million would be funded. Presumably, this results in an unfunded balance of \$317 million. The extent of additional capital needs--reconstruction, equipment, furniture, etc.--is not known.

The Governor's 1984-85 proposed budget calls for \$325 million for new school construction and \$88 million for deferred maintenance. School construction will be financed by \$225 million in State School Building Lease-Purchase Fund bond revenues and \$100 million in Tideland Oil revenue. The SSBL-PF bond revenues will exhaust the \$500 million authorized by Proposition 1, authorized in 1978, so this will no longer be a source for school construction after the next budget year. The proposed Tideland Oil revenue funds amount to only half of the amount authorized due to a decrease in expected revenue. The Governor proposes that in subsequent years \$120 million per year through FY 1988-89 be appropriated for new school construction from this fund. The \$88 million for deferred maintenance will be financed from the General Fund. There are no data regarding the need for deferred maintenance.

Four special funds are earmarked for capital outlay--Building Fund, Special Reserve Fund, Deferred Maintenance Fund, and State School Building Fund. (This last fund is no longer used to finance new projects but instead is earmarked for paying existing state loans--new monies are not being added to this fund.) The first three funds constitute 2 percent of local school district expenditures. Note also that 1.64 percent of school district General Fund expenditures are directed at capital outlay. This is equal to 1.4 percent of total expenditures. Bear in mind that these are state averages, and that some districts have a zero balance in their capital funds and rely on the General Fund for all capital outlay (Exhibit 48). Other districts do not make any capital expenditures from their General Fund because they have adequate balances in other funds. This puts districts in the former category at a disadvantage because current expenditures must compete with capital outlay for priority. This also presents a problem of intergenerational equity. The current cohort of taxpayers and students must pay for investments (both directly and in opportunity costs), from which benefits will partly accrue to future generations. The extent of this problem is not known because there is a lack of information on the need for capital outlay and how the need is distributed among districts.

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CATEGORICAL AID

Categorical aid programs have become increasingly important in California school finance. Exhibit 49 displays the five year trend in state funding for categorical programs. Most programs, particularly Staff Development, Special Education, and Child Care, have grown. (Special Education, for example, already the largest categorical program in 1979-80, has grown 62 percent over the last five years.) Curriculum Services and Child Nutrition have declined. As shown in Exhibit 50, categorical aid now constitutes 28.2 percent of state-federal funding for local assistance. Nearly a third of all categorical funds is from federal sources, while the remaining two-thirds is state-funded.

Appendix A

Technical Notes

The Tax Capacity Index is calculated by applying a nationally uniform tax rate to each of 26 commonly used tax bases, which account for all but three percent of total state-local revenue. The uniform tax rate is in fact the national average tax rate applied to each tax base. Since the same tax rates are applied to each state, the difference in tax capacity are due only to differences in each state's tax base. Each state's per capita tax capacity is then divided by the national average per capita tax capacity and multiplied by 100 to yield a tax capacity index with the national average being 100. Each state's tax capacity is then divided by the national average per capita tax capacity and multiplied by 100 to yield a tax capacity index with the national average being 100. Each state's tax capacity is divided into its actual tax revenue to yield a measure of tax effort, which is also converted to an index with the national average set at 100. Thus, the Tax Capacity Index captures differences in wealth, while the Tax Effort Index captures differences in tax rates.

EXHIBIT 1

SCHOOL ENROLLMENT IN CALIFORNIA
HISTORICAL AND PROJECTED

Year	Total Pub and Private	Public K-12	Public K-8	Public 9-12	Public Ungraded	Private Total
Historical						
1974-75	4,707,758	4,427,443	2,960,300	1,335,114	132,029	412,344
1975-76	4,706,117	4,419,571	2,933,570	1,350,901	135,100	421,646
1976-77	4,669,307	4,380,400	2,882,626	1,352,899	144,875	433,782
1977-78	4,608,301	4,303,645	2,815,552	1,341,428	146,665	451,321
1978-79	4,517,863	4,187,219	2,728,637	1,312,213	146,369	477,013
1979-80	4,471,990	4,119,511	2,699,779	1,274,598	145,134	497,613
1980-81	4,445,934	4,072,966	2,687,590	1,250,952	134,424	507,392
1981-82	4,505,500	4,046,156	2,723,910	1,252,766	69,480	528,824
1982-83	4,516,812	4,065,486	2,747,713	1,237,025	80,748	532,074
% change, 1975-83	-4%	-8%	-7%	-7%	-39%	29%
Projected						
1983-84	4,545,512	4,081,622	2,766,945	1,237,677	77,000	540,890
1984-85	4,611,298	4,128,341	2,793,880	1,257,461	77,000	559,957
1985-86	4,700,821	4,196,215	2,856,671	1,262,544	77,000	581,606
1986-87	4,806,488	4,278,700	2,956,658	1,245,042	77,000	604,788
1987-88	4,917,127	4,365,375	3,076,561	1,211,814	77,000	628,752
1988-89	5,027,802	4,452,133	3,195,771	1,179,362	77,000	652,669
1989-90	5,159,056	4,559,844	3,316,428	1,166,416	77,000	676,212
1990-91	5,317,030	4,692,865	3,434,724	1,181,141	77,000	701,165
1991-92	5,484,953	4,838,605	3,540,764	1,220,841	77,000	723,348
1992-93	5,651,717	4,983,355	3,642,191	1,264,164	77,000	745,362
% change, 1984-93	24%	22%	32%	2%	--	38%

Sources: California State Department of Education. "Enrollment Data, 1982-83." Sacramento, CA Author, 1983.

California State Department of Finance, Population Research Unit,
Population of K-12 Enrollment and High School Graduates 1984-85 to
1993-94, 1984 series. Sacramento, CA

EXHIBIT 2

Change in School Enrollment 1972-1982, by County

County	Enrollment		Difference	% Change
	1972	1982		
Alameda	220,572	172,239	-48,333	-22
Alpine	130	176	46	35
Amador	2,719	3,351	632	23
Butte	22,252	23,016	764	3
Calaveras	2,922	4,482	1,560	53
Colusa	3,038	2,709	-329	-11
Contra Costa	139,402	113,830	-25,572	-18
Del Norte	3,723	3,429	-294	-8
El Dorado	11,791	16,824	5,033	43
Fresno	107,909	106,458	-1,451	-1
Glenn	4,762	4,787	25	1
Humboldt	22,744	17,918	-8,826	-21
Imperial	22,538	23,545	1,007	4
Inyo	3,914	3,398	-516	-13
Kern	84,733	85,225	492	1
Kings	16,732	16,082	-650	-4
Lake	4,229	6,704	2,405	56
Lassen	3,996	4,432	436	11
Los Angeles	1,366,580	1,232,210	-134,372	-10
Madera	10,537	14,983	4,446	42
Marin	43,555	27,940	-15,615	-39
Mariposa	1,345	1,923	578	43
Mendocino	12,386	13,528	1,142	9
Merced	29,886	30,452	566	2
Modoc	2,161	2,115	-46	-2
Mono	1,218	1,391	173	14
Monterey	53,805	50,453	-3,352	-6
Napa	17,347	14,204	-3,143	-18
Nevada	5,303	8,815	3,512	66
Orange	369,315	338,670	-30,645	-8
Placer	21,181	24,073	2,892	14
Plumas	3,102	3,396	294	9
Riverside	106,475	126,485	20,010	19
Sacramento	155,773	140,048	-15,725	-10
San Benito	4,819	5,364	545	11
San Bernardino	162,857	181,797	18,940	12
San Diego	304,349	309,631	5,282	2
San Francisco	77,245	60,310	-16,935	-22
San Joaquin	66,483	69,168	2,685	4
San Luis Obispo	20,961	22,685	1,724	8

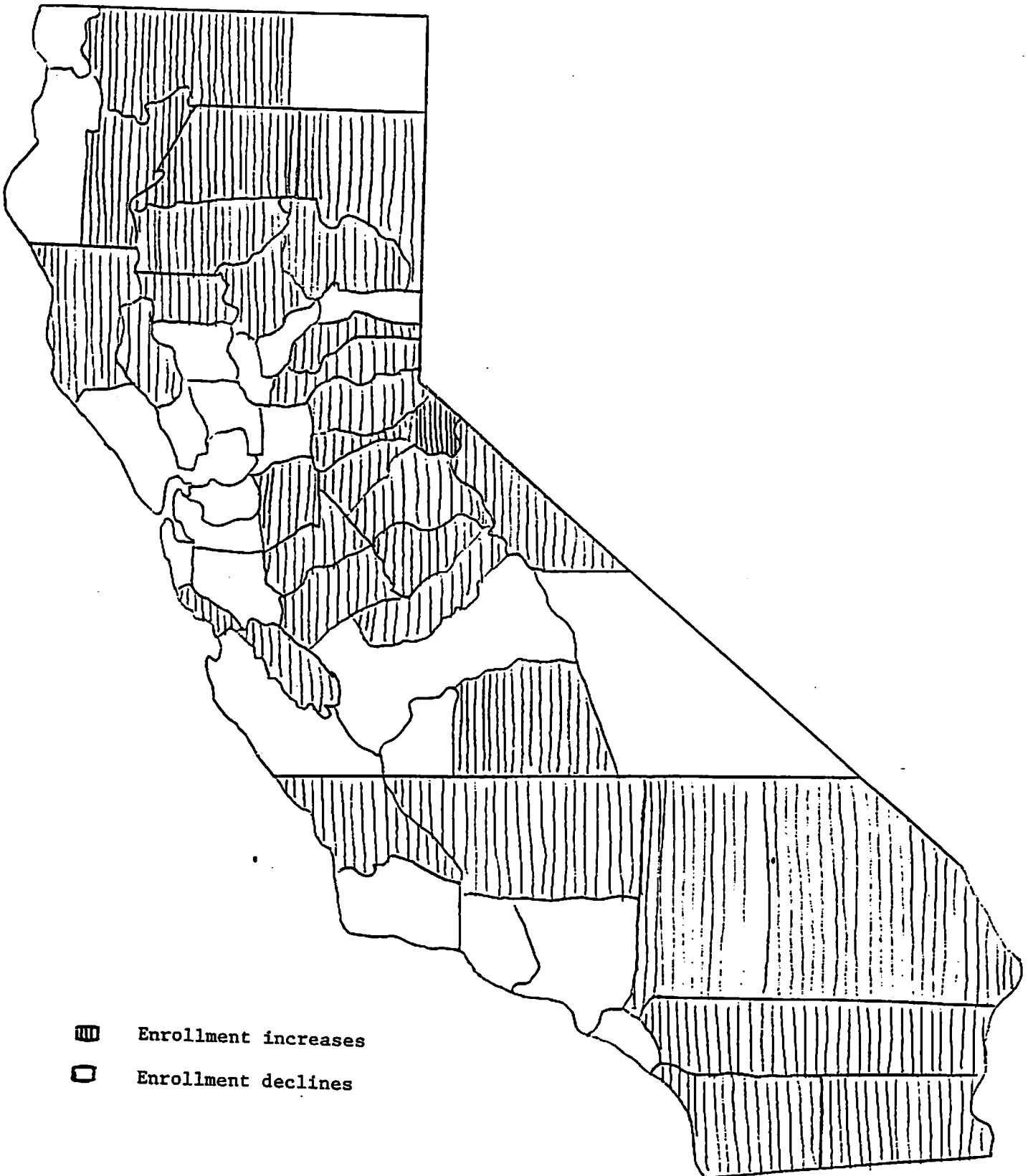
Change in School Enrollment 1972-1982, by County
(Continued)



County	Enrollment		Difference	% Change
	1972	1982		
San Mateo	113,799	78,351	-35,448	-31
Santa Barbara	58,326	45,425	-12,901	-22
Santa Clara	277,030	227,021	-50,009	-18
Santa Cruz	28,852	29,742	890	3
Shasta	20,732	23,047	2,315	11
Sierra	698	690	-8	-1
Siskiyou	7,805	7,966	161	2
Solano	41,257	46,078	4,821	12
Sonoma	50,868	49,877	-991	-2
Stanislaus	49,626	54,816	5,190	10
Sutter	11,013	10,781	-232	-2
Tehama	7,479	7,632	153	2
Trinity	2,076	2,378	302	15
Tulare	49,375	55,293	5,918	12
Tuolumne	4,941	6,029	1,088	22
Ventura	106,933	104,461	-2,472	-2
Yolo	19,559	17,665	-1,894	-10
Yuba	11,590	9,988	-1,602	-14

Source: California State Department of Education. "Enrollment Data, 1982-83."
Sacramento, CA Author, 1983.

EXHIBIT 3

Enrollment Changes

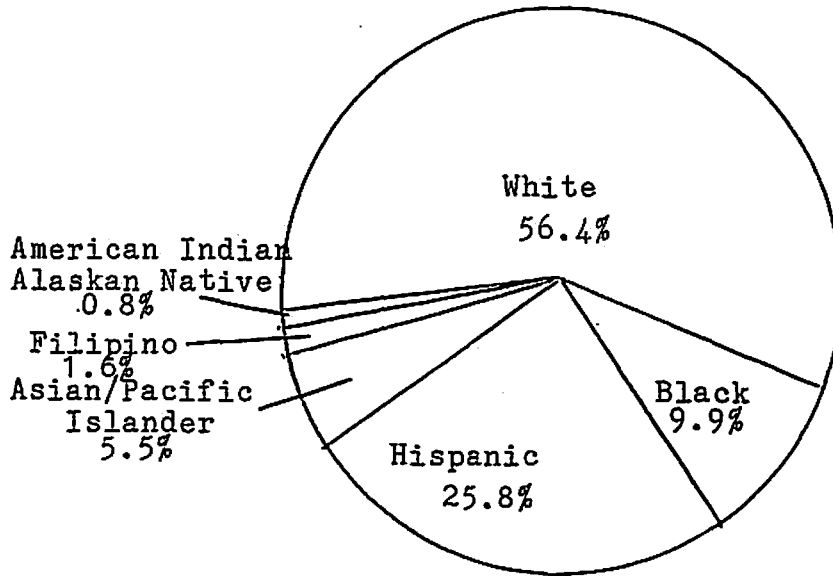


-  Enrollment increases
-  Enrollment declines

Source: California State Department of Education. "Enrollment Data, 1982-83."
- Sacramento, CA Author, 1983.

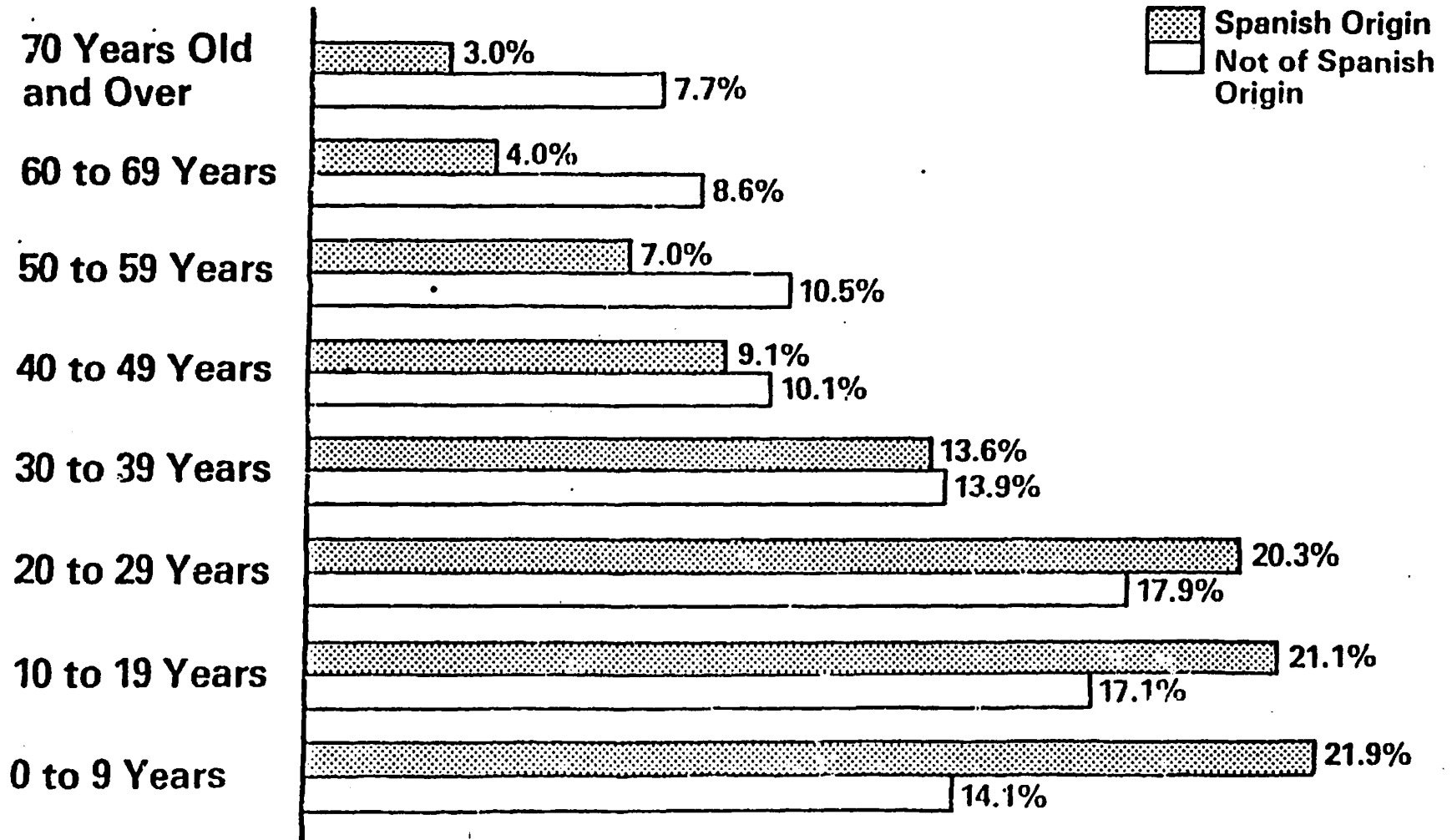
EXHIBIT 4

Ethnic Distribution of Public School Students in California
1981-82



Source: California State Department of Education. "Racial or Ethnic Distribution of Staff and Students in California Public Schools, 1981-82. Sacramento, CA 1982.

Age: 1980



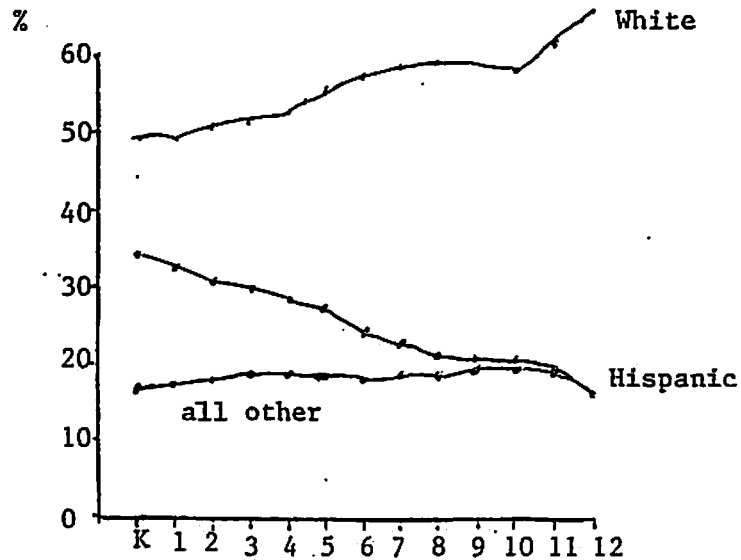
Base — Total population of Spanish origin and not of Spanish origin.

Source: United States Bureau of the Census. "Conditions of Hispanics in America Today." Washington, D.C.: 1982.

EXHIBIT 6

Minority Enrollment As a Percent of Total Enrollment
Grades K-12

1981-82



Source: California State Department of Education. "Racial or Ethnic Distribution of Staff and Students in California Public Schools, 1981-82." Sacramento, CA 1982.

EXHIBIT 7

Number of Limited-English-Proficient Students
in California Public Schools, by Language, 1981 through 1983

Language	Year (% of total student population)		
	1983	1982	1981
Spanish	337,141 (8.3)	322,526 (8.0)	285,567 (7.0)
Vietnamese	29,033 (0.7)	27,733 (0.7)	22,826 (0.6)
Cantonese	15,870 (0.4)	16,096 (0.4)	14,196 (0.3)
Korean	8,703 (0.2)	7,980 (0.2)	7,508 (0.2)
Filipino	9,624 (0.2)	8,569 (0.2)	6,752 (0.2)
Others	57,171 (1.4)	48,545 (1.2)	39,945 (1.0)
TOTAL	457,542 (11.2)	431,449 (10.7)	376,794 (9.3)

*Data for 1981 include limited-English-speaking and non-English-speaking students.

*For 1983, an additional 11.3% of the students were identified as having a primary language other than English, but as being fluent in English.

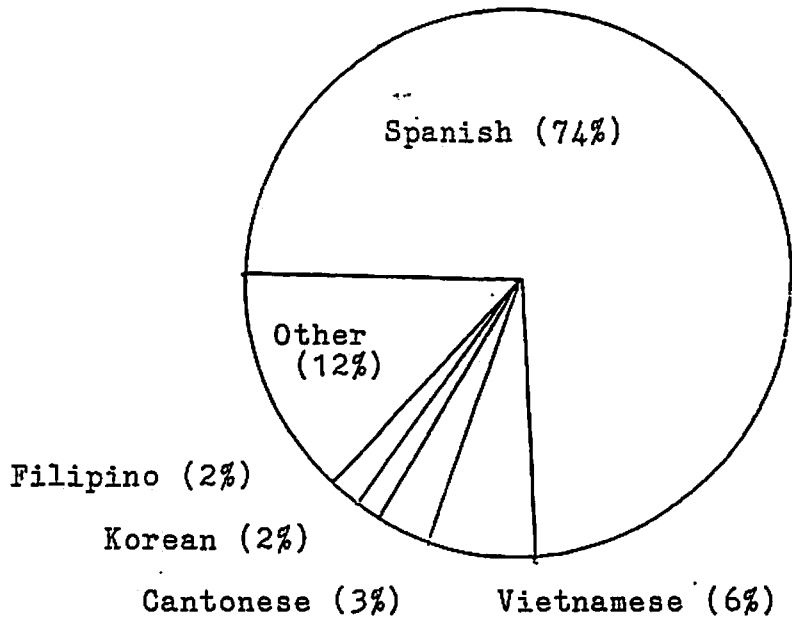
*"Others" consists of 36 languages.

*Six counties (Alameda, Los Angeles, Orange, San Diego, San Francisco, and Santa Clara), have 74% of the state's LEP students in 1983.

Source: California State Department of Education. "Language Census Report."
Sacramento, CA: 1983.

EXHIBIT 8

Language Distribution of Limited-English-Proficient Students
in California Public Schools, 1982-83

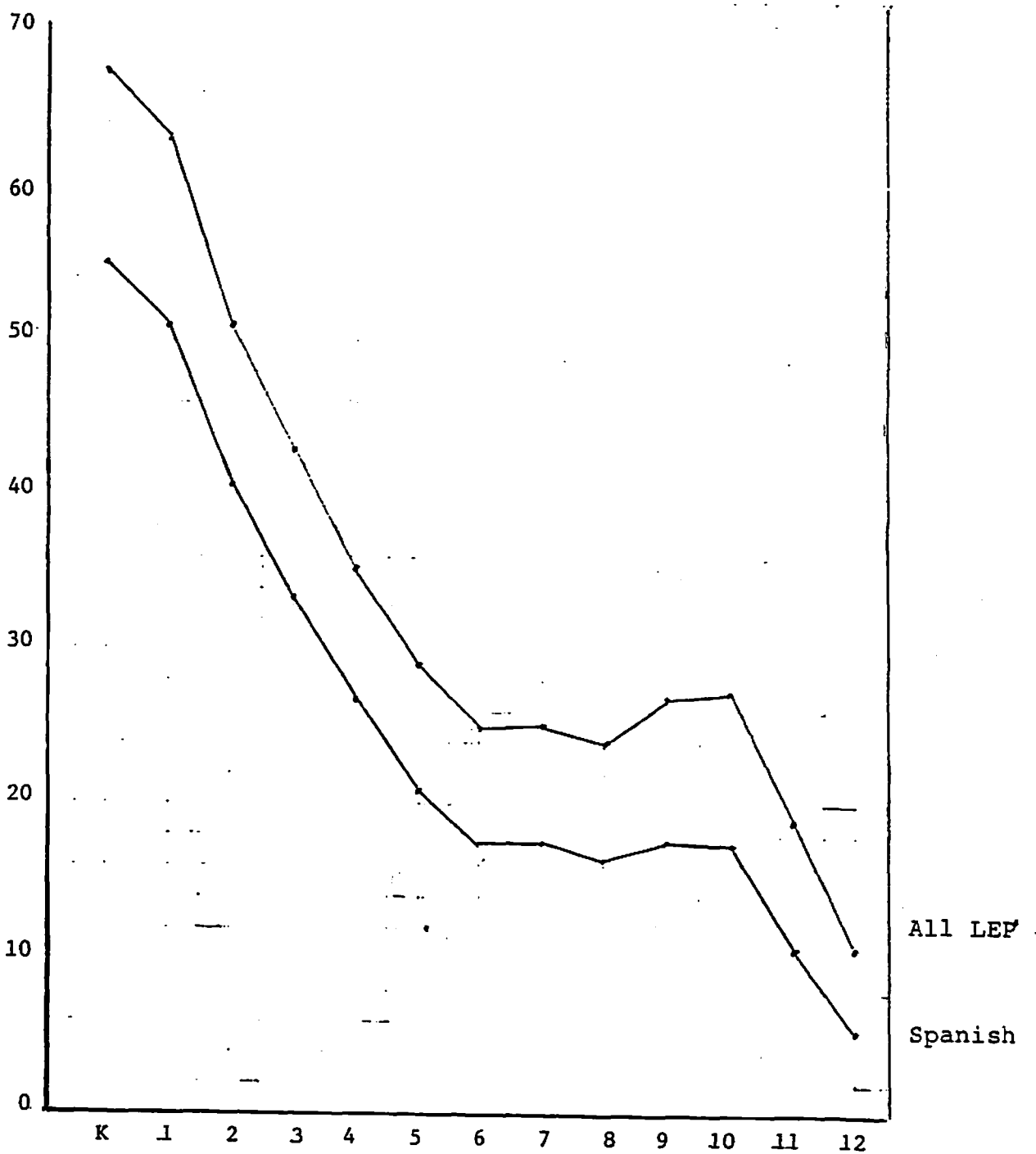


Source: California State Department of Education. "Language
Census Report." Sacramento, CA: 1983.

EXHIBIT 9

Grade Distribution of LEP Students in California Public Schools

1983



Source: California State Department of Education. "Language Census Report."
Sacramento, CA: 1983.

EXHIBIT 10

Distribution of Students by County

County	Enrollment	% of State Enrollment	Cumulative %	Hispanic as a % of State*County**		Black as a % of State*County**		LEP as a % of State*County**	
Los Angeles	1,232,210	30.31	30.31	46.0	39.3	49.9	16.3	47.2	16.7
Orange	338,670	8.33	38.64	6.1	18.5	1.4	1.6	7.8	9.9
San Diego	309,631	7.62	46.26	6.0	20.4	5.9	7.7	7.4	10.6
Santa Clara	227,021	5.58	51.84	5.0	22.6	2.8	4.9	4.9	9.7
San Bernardino	181,797	4.47	56.31	3.8	22.3	3.2	7.3	2.1	5.1
Alameda	172,239	4.42	60.55	2.1	12.4	10.6	24.5	3.0	7.6
Sacramento	140,048	3.44	63.99	1.4	10.7	4.1	11.7	1.5	4.7
Riverside	126,485	3.11	67.10	3.3	27.5	2.1	6.8	2.1	7.2
Contra Costa	113,830	2.80	69.90	0.8	8.0	3.7	12.8	0.9	3.4
Fresno	106,458	2.62	72.52	3.8	38.5	1.7	6.5	1.9	7.8
Ventura	104,461	2.57	75.09	2.6	25.7	0.7	2.6	1.9	8.3
Kern	85,225	2.10	77.19	2.2	28.0	1.4	6.5	1.1	5.8
San Mateo	78,351	1.93	79.12	1.2	15.5	1.8	8.8	1.6	9.4
San Joaquin	69,168	1.70	80.82	1.5	23.9	1.2	7.3	1.7	10.7
San Francisco	60,310	1.48	82.30	1.0	17.3	3.5	24.2	3.5	26.5
Tulare	55,293	1.36	83.66	2.0	38.8	0.2	1.8	1.0	8.4
Stanislaus	54,816	1.35	85.01	1.0	19.8	0.2	1.7	0.8	6.0
Monterey	50,453	1.24	86.25	1.7	35.4	0.8	6.7	2.1	18.4
Sonoma	49,877	1.23	87.48	0.4	7.9	0.2	1.8	0.4	3.3
Solano	46,078	1.13	88.61	0.4	10.0	1.9	16.5	0.4	4.3
Santa Barbara	45,425	1.12	89.73	1.2	26.7	3.7	4.3	0.9	9.3
Merced	30,452	0.75	90.48	0.9	32.1	0.4	6.0	0.9	12.6
Santa Cruz	29,742	0.73	91.21	0.7	24.8	0.1	1.1	0.9	12.4
Marin	27,940	0.69	91.90	0.0	2.9	0.2	3.4	0.1	2.1
Placer	24,073	0.59	92.49	0.2	6.5	0.0	0.8	0.1	0.9

Distribution of Students by County (continued)

County	Enrollment	% of State Enrollment	Cumulative %	Hispanic as a % of		Black as a % of		LEP as a % of	
				State*	County**	State*	County**	State*	County**
Imperial	23,545	0.58	93.07	1.6	70.9	0.1	2.5	1.5	28.9
*Butte) Shasta	23,047	0.57	93.64	0.1	2.4	0.1	1.3	0.0	0.1
San Luis Obispo	22,685	0.56	94.77	0.3	11.8	0.1	1.5	0.2	3.3
Humboldt	17,918	0.44	95.21	0.0	2.5	0.0	0.7	0.0	0.5
Yolo	17,665	0.43	95.64	0.4	24.5	0.1	5.2	0.4	10.6
El Dorado	16,824	0.41	96.05	0.1	3.4	0.0	0.5	0.0	0.8
Kings	16,082	0.40	96.45	0.5	34.9	0.2	5.8	0.4	11.4
Madera	14,983	0.37	96.82	0.5	35.0	0.2	4.9	0.2	6.4
Napa	14,204	0.35	97.17	0.2	11.1	0.0	0.9	0.1	4.2
Mendocino	13,528	0.33	97.50	0.1	5.4	0.0	0.6	0.1	2.3
Sutter	10,781	0.27	97.77	0.1	14.0	0.0	1.2	0.1	5.2
Yuba	9,988	0.25	98.02	0.1	9.2	0.1	5.2	0.1	4.0
Nevada	8,815	0.22	98.24	0.0	1.8	0.0	0.3	0.0	0.0
Siskiyou	7,966	0.20	98.44	0.0	4.0	0.0	1.6	0.0	0.9
Tehama	7,632	0.19	98.63	0.0	6.3	0.0	0.3	0.0	1.8
Lake	6,704	0.16	98.79	0.0	5.7	0.0	1.2	0.0	1.5
Tuolumne	6,029	0.15	98.94	0.0	4.3	0.0	0.4	0.0	0.4
San Benito	5,364	0.13	99.07	0.3	60.1	0.0	0.5	0.3	23.8
Glenn	4,787	0.12	99.19	0.1	4.9	0.0	0.2	0.1	6.4
Calaveras	4,482	0.11	99.30	0.0	3.5	0.0	0.5	0.0	0.1
Lassen	4,432	0.11	99.41	0.0	3.4	0.0	1.7	0.0	0.3
Del Norte	3,429	0.08	99.49	0.0	4.3	0.0	0.5	0.0	1.7
Inyo	3,398	0.08	99.57	0.0	6.2	0.0	0.5	0.0	0.4
Plumas	3,396	0.08	99.65	0.0	3.2	0.0	1.2	0.0	0.0
Amador	3,351	0.08	99.73	0.0	3.5	0.0	0.4	0.0	0.2
Colusa	2,709	0.07	99.80	0.1	23.6	0.0	2.3	0.0	5.5
Trinity	2,378	0.06	99.86	0.0	1.2	0.0	0.0	0.0	0.0
Modoc	2,115	0.05	99.91	0.0	5.3	0.0	0.2	0.0	2.3
Mariposa	1,923	0.05	99.96	0.0	3.2	0.0	0.6	0.0	0.1
Mono	1,391	0.03	99.99	0.0	3.1	0.0	0.1	0.0	0.4

Continued: EXHIBIT 10b

Distribution of Students by County (continued)

County	Enrollment	% of State Enrollment	Cumulative %	Hispanic		Black		LEP	
				as a % of State*	County**	as a % of State*	County**	as a % of State*	County**
Sierra	690	0.00	99.99	0.0	7.7	0.0	0.6	0.0	0.7
Alpine	176	0.00	100.00	0.0	0.0	0.0	0.0	0.0	1.1
Total	4,065,486		100.00	25.8		9.9		11.3	
* Butte	23,016	0.57	94.21	0.1	6.7	0.0	1.6	0.1	1.6

* Hispanic, Black, or LEP enrollment as a percent of state Hispanic, Black, or LEP enrollment.

** Hispanic, Black, or LEP enrollment as a percent of total county enrollment.

Sources: California State Department of Education. "Language Census Report." Sacramento, CA: 1983.
 California State Department of Education. "Racial or Ethnic Distribution of Staff and Students in California Public Schools, 1981-82." Sacramento, CA: 1982.

EXHIBIT 11

Proficiency Test Results, by Ethnicity, 1980-81

Ethnicity	No. Assessed				% failing 1 or more tests			
	Grade 6	Grade 9	Grade 11	Grade 12	Grade 6	Grade 9	Grade 11	Grade 12
Indian	467	282	345	295	41	71	46	26
Asian	3797	4170	3913	4791	29	70	31	18
Filipino	168	976	718	914	44	78	33	24
Black	10125	7652	7173	6806	51	61	66	41
White	26908	26606	46181	38658	28	59	40	20
Hispanic	20714	10268	13345	12484	57	62	55	29
Total/Average	62179	49954	71675	63948	42	61	45	24

Source: California State Department of Education. "Statewide Summary of Student Performance on Public District Proficiency Assessments." Sacramento, CA: 1982.

EXHIBIT 12

Proficiency Test Results by Language Fluency, 1980-81

Language Status	No. Assessed				% Failing 1 or More Tests			
	Grade 6	Grade 9	Grade 11	Grade 12	Grade 6	Grade 9	Grade 11	Grade 12
LEP	6312	3127	4036	2686	79	85	69	41
Others	55867	46827	67639	61262	37	60	43	23
Total	62179	49954	71675	63948	42	61	45	24

Source: California State Department of Education. "Statewide Summary of Student Performance on Public District Proficiency Assessments." Sacramento, CA: 1982.

EXHIBIT 13

Grade Twelve Proficiency Test Results
for Students Meeting Course Requirements, by Ethnicity, 1980-81

<u>Ethnicity</u>	<u>No. Assessed</u>	<u>% Meeting Course Requirements but Failing One or More Tests</u>
Indian	295	18
Asian	4791	17
Filipino	914	23
Black	6806	36
White	38658	17
Hispanic	12484	25
Total/Average	63948	21

Source: California State Department of Education. "Statewide Summary of Student Performance on Public District Proficiency Assessments." Sacramento, CA: 1982.

EXHIBIT 14

CAP Results by Grade, 1975-75 through 1982-83

Grade Level and Content Area	Average Test Score								
	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84
Grade 3									
Reading	242	243	245	248	250	254	258	263	na
Written Language	---	---	---	---	250	255	260	266	na
Mathematics	---	---	---	---	250	254	261	267	na
Grade 6									
Reading	245	244	246	247	250	252	254	253	na
Written Language	239	243	245	247	250	253	257	259	na
Mathematics	240	241	245	247	250	253	258	260	na
Grade 12									
Reading	64.1	63.6	63.3	63.2	63.1	63.4	63.2	63.1	62.2
Written Expression	62.3	61.9	62.1	62.4	62.4	63.1	63.2	63.0	62.6
Spelling	68.0	67.9	68.4	68.4	68.8	69.0	69.5	69.5	69.4
Mathematics	67.0	66.3	66.3	66.5	66.8	68.0	67.7	67.7	67.4

Source: California State Department of Education. Student Achievement in California Schools. Sacramento, CA: selected years.

EXHIBIT 15

ESTIMATED NATIONAL PERCENTILE RANKS OF MEDIAN CALIFORNIA PUPIL PERFORMANCE
1966-67 THROUGH 1982-83

Grade Three

Content area	Test administered																	
	Stanford Achievement Test					Cooperative Primary Reading Test (CPRT) (1966 Norms)			CAP Reading Test ^a		CAP Reading Test ^b (Revised)				CAP Survey of Basic Skills ^c			
	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	
Reading Stanford, 1963 norms CPRT, 1966 norms CTBS, 1973 norms 1981 norms Stanford, 1982 norms	34	34	36	36	38	52	52	52										
Language CTBS, 1973 norms 1981 norms Stanford, 1982 norms									55	55	56	57	58	58	59	60	62	
Mathematics CTBS, 1973 norms 1981 norms Stanford, 1982 norms														51	52	55	59	
															44	47	53	
																41	45	
																45	47	

^aThe Reading Test was first administered in 1973-74. The percentile ranks are based on an equating study of the Reading Test and the Cooperative Primary Reading Test, Forms 23A and 23B, normed in 1966.

^bThe revised Reading Test was administered to all California students in 1974-75, 1975-76, 1976-77, 1977-78, and 1978-79. The percentile ranks are based on equating studies of the revised Reading Test and the Comprehensive Tests of Basic Skills, Form S, normed in 1973.

^cThe new Survey of Basic Skills: Grade 3 was administered to all California students in 1979-80, 1980-81, 1981-82, and 1982-83. The estimated national percentile ranks are based on an equating study of the new test and the Comprehensive Tests of Basic Skills, (CTBS) Form S, normed in 1973. For 1981-82 and 1982-83, the percentile ranks are also given for the 1981 edition of the CTBS and the 1982 edition of the Stanford Achievement Test.

Source: California State Department of Education. Student Achievement in California Schools. Sacramento, CA: selected years.

EXHIBIT 16

ESTIMATED NATIONAL PERCENTILE RANKS OF MEDIAN CALIFORNIA STUDENT PERFORMANCE
1969-70 THROUGH 1982-83

Grade Six

Content area	Test administered													
	Comprehensive Tests of Basic Skills (CTBS) (1968 Norms)					Survey of Basic Skills ^a	Survey of Basic Skills ^b							
	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
Reading CTBS, 1968 norms 1973 norms 1981 norms Stanford, 1982 norms	48	46	44	44	44	48	53	53	55	55	56	57	58 53	57 52
Language CTBS, 1968 norms 1973 norms 1981 norms Stanford, 1982 norms	43	43	39	39	37	43	49	51	51	52	53	55	57 48	58 49
Mathematics CTBS, 1968 norms 1973 norms 1981 norms Stanford, 1982 norms	47	43	38	38	38	44	50	51	53	54	55	56	58 59	60 60

^aThe new California test, the Survey of Basic Skills: Grade 6, was first administered to all California pupils in 1974-75. The percentile ranks are based on an equating of the Survey of Basic Skills and the Comprehensive Tests of Basic Skills (CTBS), Form Q, which was normed in 1968.

^bThe revised version of the Survey of Basic Skills: Grade 6, was administered from 1975-76 through 1980-81. A second revision of the test was administered in 1981-82. The percentile ranks, since 1974, are based on equating of the Survey of Basic Skills to three editions (1968, 1973, 1981) of the Comprehensive Tests of Basic Skills (CTBS) and the latest edition (1982) of the Stanford Achievement Test.

Source: California State Department of Education. Student Achievement in California Schools. Sacramento, CA: selected years.

EXHIBIT 17

Estimated National Percentile Ranks of Median California Student Performance
1969-70 Through 1983-84

Grade Twelve

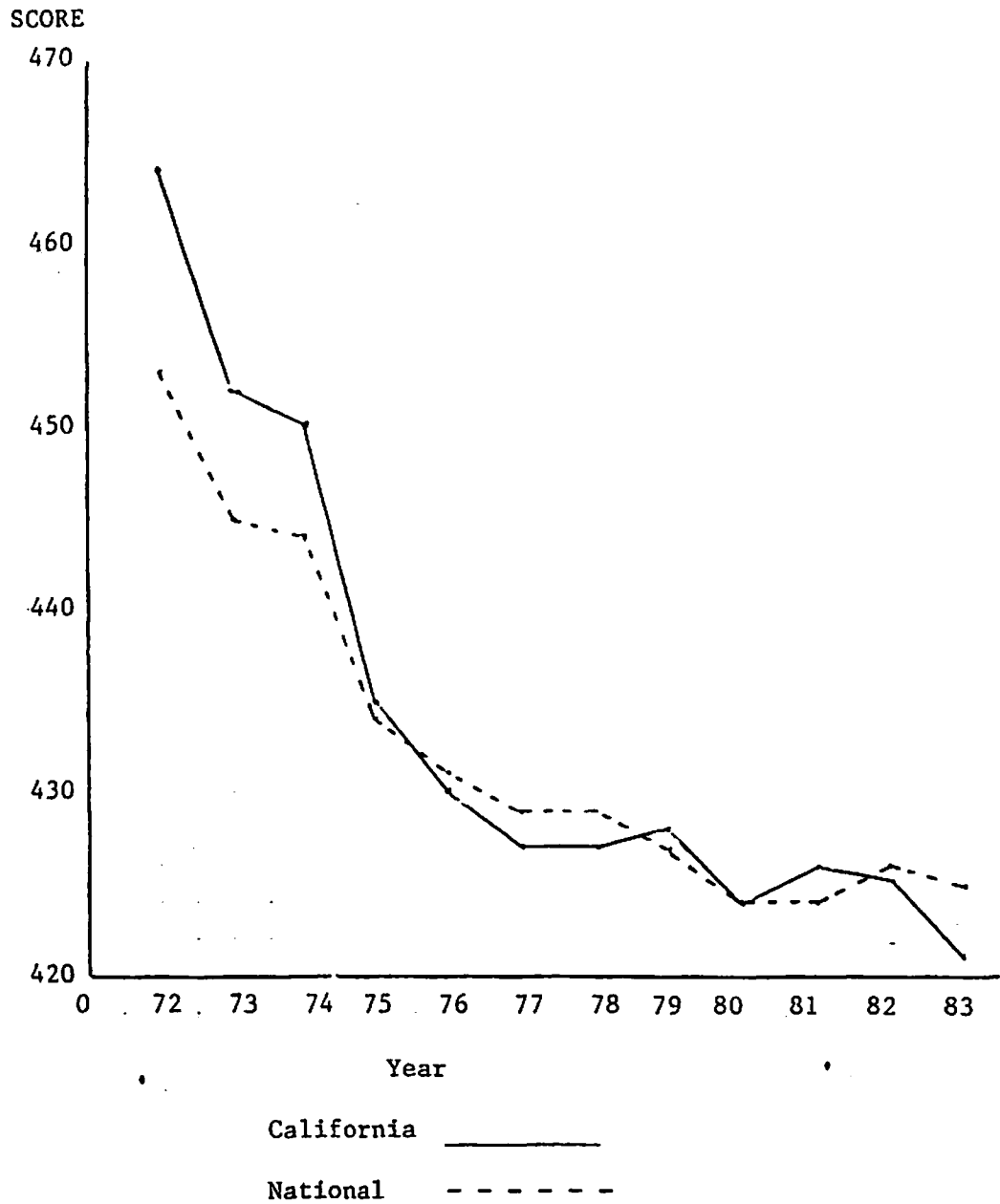
Content area	Test administered														
	Iowa Tests of Educational Development Form X, normed in 1962					Survey of Basic Skills*	Survey of Basic Skills* (Revised)								
	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
Reading															
<u>ITED</u> , 1962 norms 1978 norms	52	49	49	47	47	41	43	42	42	41	41	42 44	42 44	41 44	39 41
<u>TAP</u> , 1970 norms 1978 norms						33	35	33	32	32	32	33 42	32 42	32 41	29 40
<u>STEP</u> , 1970 norms 1978 norms						34	38	36	35	34	34	35 47	35 47	34 47	33 45
Language															
<u>ITED</u> , 1962 norms 1978 norms	42	40	38	36	34	32	34	33	34	34	34	35 43	35 43	34 43	30 40
<u>TAP</u> , 1970 norms 1978 norms						25	27	26	26	27	27	29 40	29 41	28 40	27 38
<u>STEP</u> , 1970 norms 1978 norms						27	29	28	28	28	28	30 57	30 57	30 57	29 55
Mathematics															
<u>ITED</u> , 1962 norms 1978 norms	48	48	48	48	48	41	44	43	43	43	44	46 46	46 45	46 45	45 41
<u>TAP</u> , 1970 norms 1978 norms						38	43	41	41	41	42	44 41	44 41	44 41	43 40
<u>STEP</u> , 1970 norms 1978 norms						41	44	43	43	43	43	47 55	47 55	47 55	45 55

*The California test, the Survey of Basic Skills: Grade 12, was administered to all California students from 1974-75 through 1983-84. The percentile ranks are based on equating studies of the Survey of Basic Skills and three other tests with national norms: (1) Iowa Tests of Educational Development, normed in 1962 and 1978; (2) Tests of Academic Progress, normed in 1970 and 1978; and (3) the Sequential Tests of Educational Progress, normed in 1970 and 1978.

Source: California State Department of Education. Student Achievement in California Schools. Sacramento, CA: selected years.

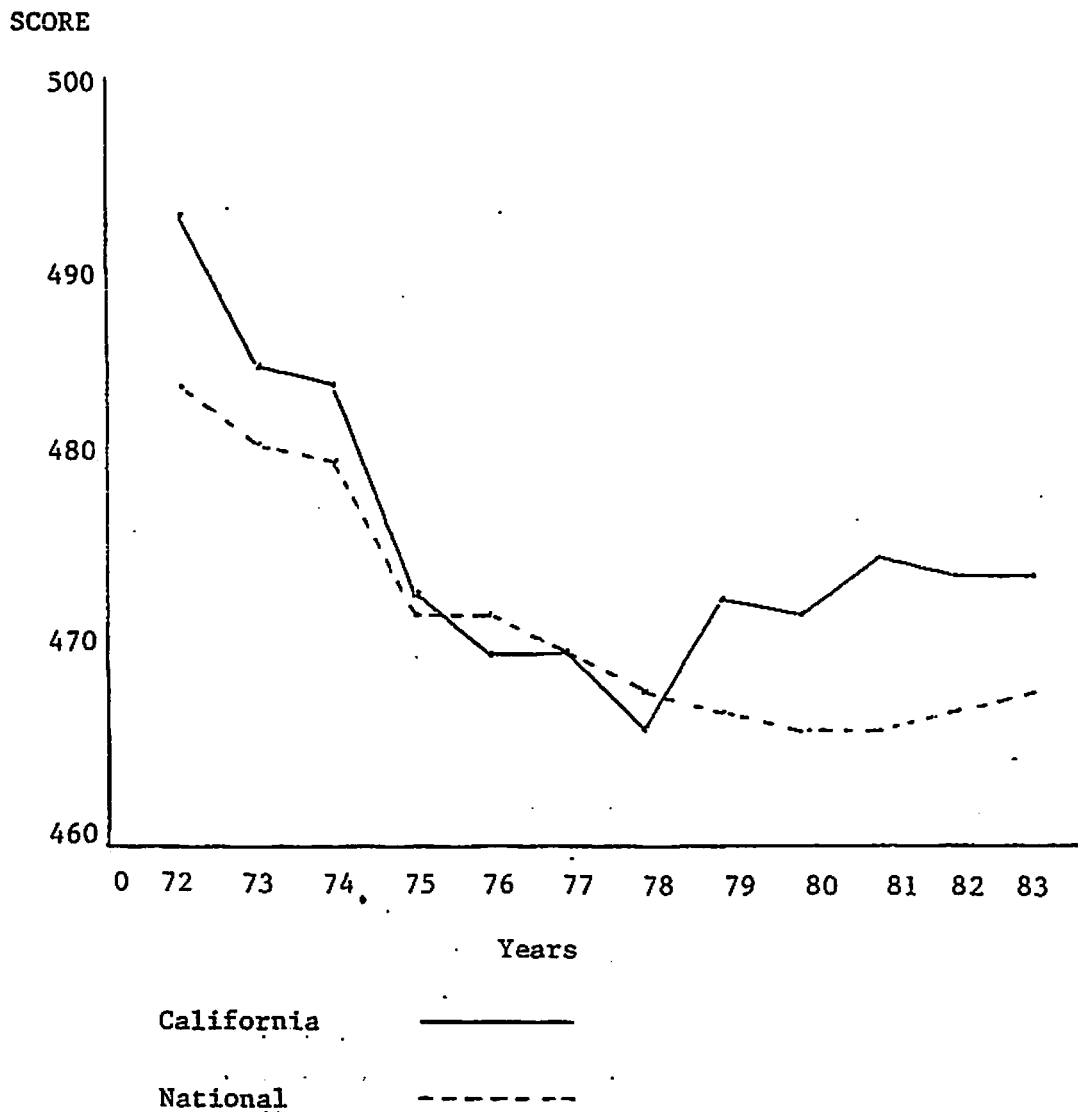
EXHIBIT 18

Verbal SAT Scores



Sources: Educational Testing Service. California Report on College-Bound Seniors. Berkeley, CA: 1983.
Educational Testing Service. National Report on College-Bound Seniors. Berkeley, CA: 1983.

EXHIBIT 19
Math SAT Scores



Sources: Educational Testing Service. California Report on College-Bound Seniors. Berkeley, CA: 1983.
Educational Testing Service. National Report on College-Bound Seniors. Berkeley, CA: 1983.

EXHIBIT 20
SAT Achievement Test Scores, 1973

Test	California	Nation
English Composition	497	518
Mathematics Level 1	521	543
Mathematics Level 2	646	655
American History	497	516
Biology	518	544
Chemistry	562	569
Spanish	532	533
French	533	548
Literature	502	523
Physics	590	595
German	562	567
Latin	557	550
Hebrew	619	627
European History	523	549

Sources: Educational Testing Service. California Report on College-Bound Seniors. Berkeley, CA: 1983.
Educational Testing Service. National Report on College-Bound Seniors. Berkeley, CA: 1983.

EXHIBIT 21

Mean Number of Years of Study and Mean Grade Point Average
by Subject, 1983

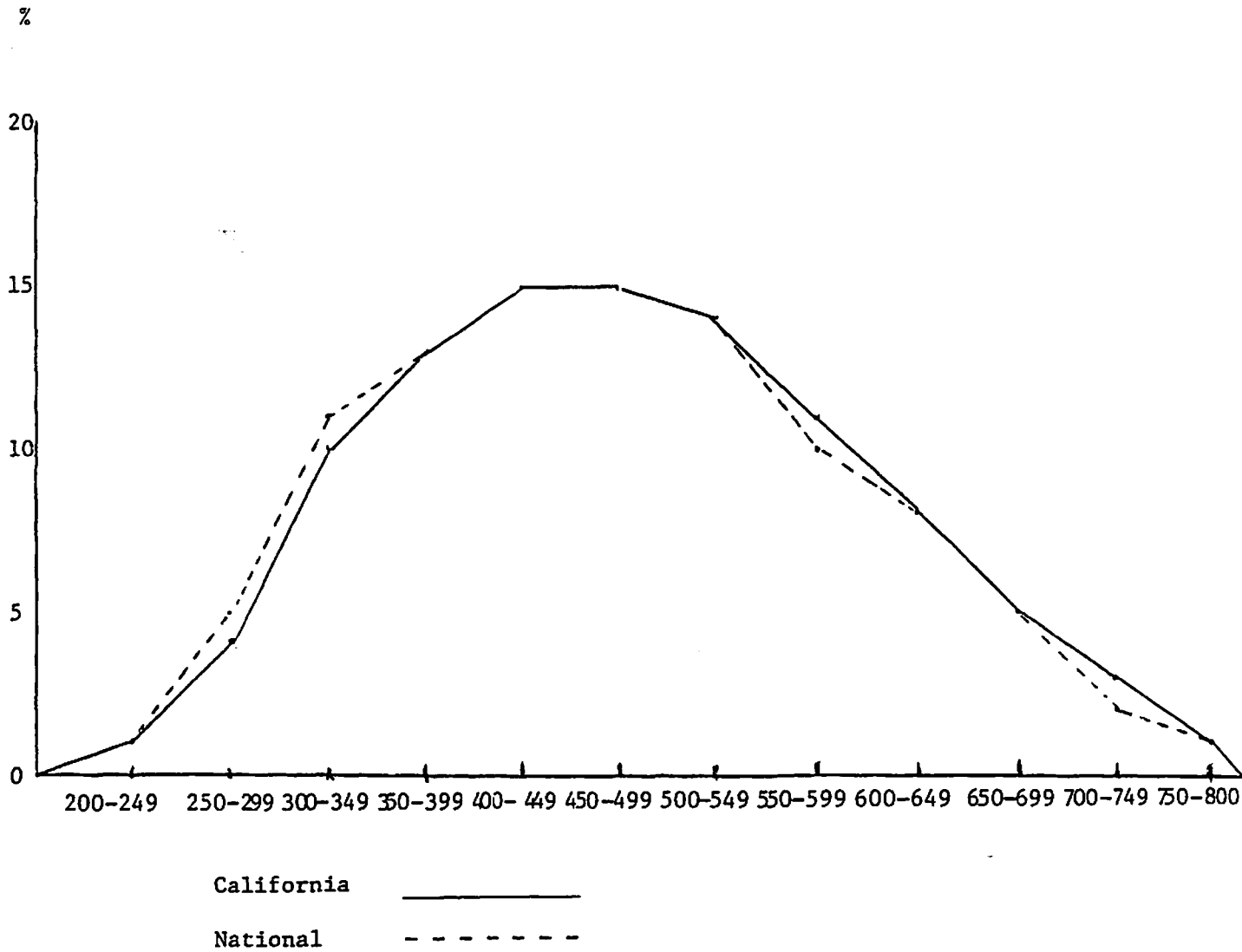
Subject	Grades		Years	
	Calif.	Nation	Calif.	Nation
English	3.21	3.11	3.98	3.99
Mathematics	2.86	2.86	3.45	3.62
For. Languages	3.11	3.03	2.34	2.23
Bio. Sciences	3.09	3.04	1.33	1.40
Phy. Sciences	3.00	2.94	1.41	1.85
Soc. Studies	3.29	3.19	3.19	3.23

SAT Student Descriptive Questionnaire, 1983

Sources: Educational Testing Service. California Report on College-Bound Seniors. Berkeley, CA: 1983.
 Educational Testing Service. National Report on College-Bound Seniors. Berkeley, CA: 1983.

EXHIBIT 22

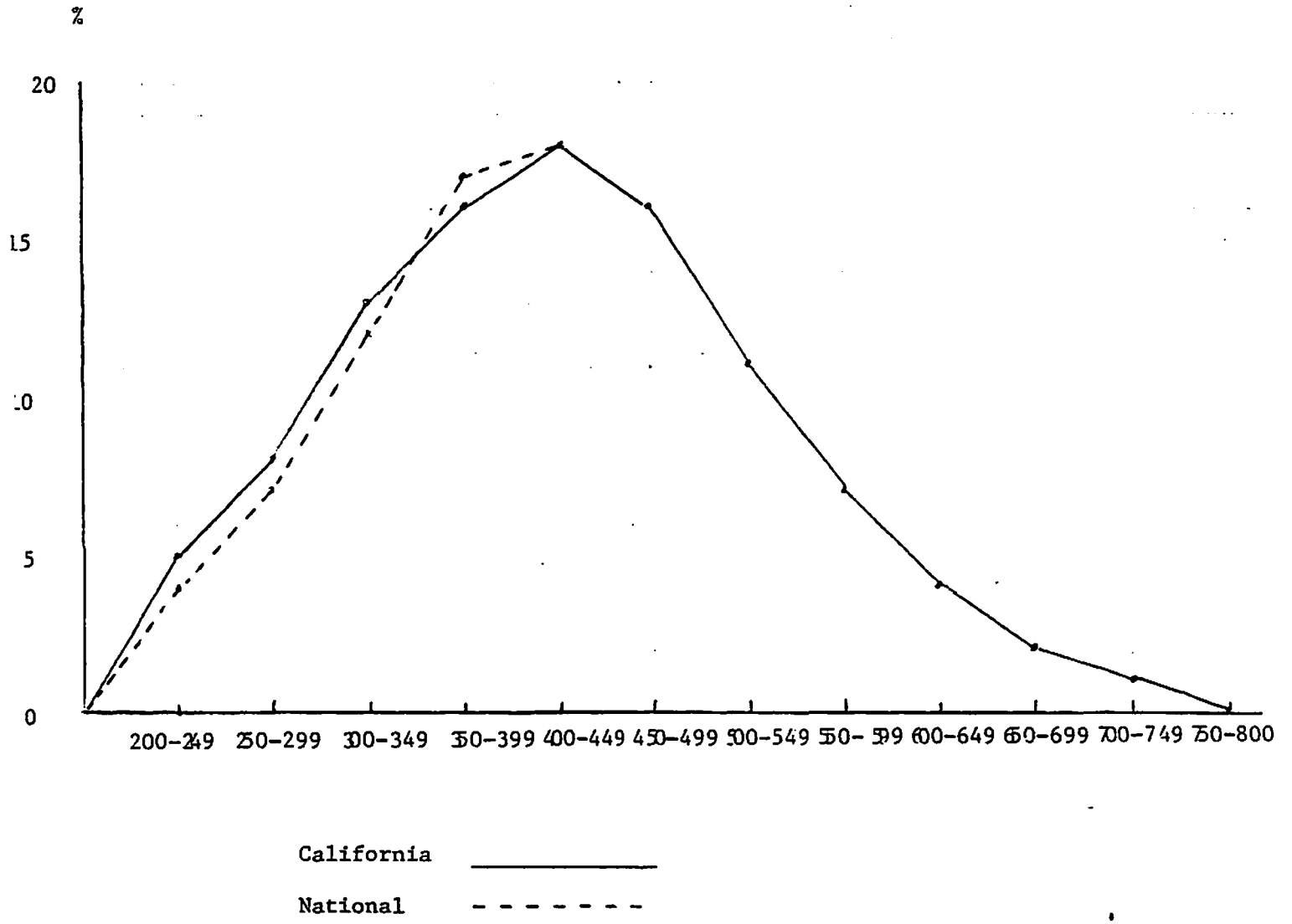
Math SAT Scores Distribution



Sources: Educational Testing Service. California Report on College-Bound Seniors. Berkeley, CA: 1983.
Educational Testing Service. National Report on College-Bound Seniors. Berkeley, CA: 1983.

EXHIBIT 23

Verbal SAT Score Distribution



Sources: Educational Testing Service. California Report on College-Bound Seniors. Berkeley, CA: 1983.
Educational Testing Service. National Report on College-Bound Seniors. Berkeley, CA: 1983.

EXHIBIT 24

Proportion of California Seniors taking SAT,
by Ethnicity *

Ethnic Group	Number	Percent of Cohort
American Indian/Alaskan Native	718	29.8
Asian or Pacific Islander **	13,088	66.9
Hispanic	8,006	16.8
Black	6,333	26.6
White	61,730	33.3
Other	3,387	--
No Ethnic Response	3,470	--
PDQ Non-Respondents	10,377	--
Total	107,117	38.5

**Asian or Pacific Islander includes Filipino.

*Ethnic percentages calculated with 1982 California data.
Total percentage is calculated with 1983 Senior population.

No Ethnic Response plus PDQ Non-Respondents means that 13% of test takers are not identified ethnically. Therefore, ethnic percentages should be revised upward by an average of 2.17%.

PDQ=Personal Data Questionnaire

Source: Educational Testing Service. California Report on College-Bound Seniors. Berkeley, CA: 1983.

High School Dropouts: California vs. U.S.

Year (Data Set)	U.S. (%)	California (%)
1972 (USDE [*])	22.8	20.1
1982 (USDE)	27.2	31.1
1982 (HSB ^{**})	13.7	16.8

* U.S. Department of Education (% of ninth graders failing to graduate)

* High School and Beyond Survey (% of second semester sophomores failing to reach second semester of twelfth grade)

Source: Stern, David et al. "High School Dropouts in California."
Preliminary Draft, University of California, School of
Education, 1984.

EXHIBIT 26

COMPARING LENGTH OF CLASS PERIOD BY SEMESTER			
Minutes of student/ instructor contact time			
	Class period	Semester	
Mean	51	4,590	
Maximum	55	4,950	
Minimum	45	4,050	
Difference	10	900	= 15 hours

Source: Sanders, Nancy, and Stone, Nancy. California High School Curriculum Study: Paths Through High School. California State Department of Education, 1983.

EXHIBIT 27

UNITS REQUIRED IN SUBJECT AREAS			
Department	Mean	Minimum	Maximum
English	32	20	40
Math.	13	10	20
Science	12	7	20
Social studies	29	20	40
Physical education	26	10	40

Source: Sanders, Nancy, and Stone, Nancy. California High School Curriculum Study: Paths Through High School. California State Department of Education, 1983.

EXHIBIT 28

Courses	Units required		
	Mean	Mini- mum	Maxi- mum
Academic	86	60	110
Nonacademic	33	15	60
Elective	92	60	125

Source: Sanders, Nancy, and Stone, Nancy. California High School Curriculum Study: Paths Through High School. California State Department of Education, 1983.

Exhibit 29

Hours of Instructional Time Over Four Years
in Different Tracks at Three PATHS Schools

School	English	Math	Science	Total	Average per day*
School 19 (45 minute period)					
College Preparatory . . .	540	540	540	1620	2.25
General	540	270	270	1080	1.50
Lower	540	135	135	810	1.13
School 21 (50 minute period)					
College Preparatory . . .	600	600	600	1800	2.50
General	600	450	150	1200	1.67
Lower	600	450	150	1200	1.67
School 12 (55 minute period)					
College Preparatory . . .	660	660	495	1815	2.52
General	495	330	330	1155	1.60
Lower	495	330	330	1155	1.60

* Based on 720 school days over four years.

Source: Sanders, Nancy, and Stone, Nancy. California High School Curriculum Study: Paths Through High School. California State Department of Education, 1983.

EXHIBIT 30

Racial or Ethnic Distribution of California Students
and Staff, 1983

Race or Ethnic Group Percent of Students and Staff in Each Group
Students Teachers Superint. Asst. Supt. Principals V.Principals

Am. Indian	.8	1.0	.7	.4	1.1	.5
Asians, Pacif. Isles	5.5	3.4	1.3	.9	1.3	1.9
Filipino	1.6	.7	-	.4	.3	.2
Black	9.9	6.2	1.3	4.3	6.8	13.0
Hispanic	25.8	6.0	3.1	3.8	5.6	8.5
White	56.4	82.8	93.6	90.2	84.9	75.9

Source: California State Department of Education. "Racial or Ethnic Distribution of Staff and Students in California Public Schools, 2981-82. Sacramento, CA: 1982.

EXHIBIT 31

Teachers K-12, Community College and Administrators

Total Males	100,098	38.45%
Total Females	160,251	61.44%
	<u>260,349</u>	

AGE	M	F	Total	M	F
less than-25	250	1,265	1,515	16.5%	83.5%
25-30	4,711	14,228	18,939	25%	75%
30-35	12,816	25,068	37,884	34%	66%
35-40	17,593	30,238	47,831	37%	63%
40-45	15,409	25,533	40,942	37%	62.4%
45-50	14,931	21,270	36,201	41%	59%
50-55	15,946	19,695	35,641	45%	55%
55-60	12,271	14,423	26,694	46%	54%
60-65	5,088	6,807	11,895	43%	57%
65-70	970	1,539	2,509	39%	61%
70-over	113	185	298	38%	62%
			<u>260,349</u>		

Source: California State Department of Education. "Characteristics of Professional Staff in California Public Schools, 1982-83." Sacramento, CA: 1983.

EXHIBIT 32

TEACHING ASSIGNMENT BY SEX OF STAFF

Assignments	Percent of staff by sex	
	Male	Female
TEACHING		
Self-contained classrooms:		
Kindergarten	3.4	96.6
Grade 1	3.4	96.6
Grade 2	5.8	94.2
Grade 3	11.8	88.2
Grade 4	22.4	77.6
Grade 5	31.8	68.2
Grade 6	39.5	60.5
Grade 7	47.5	52.5
Grade 8	54.4	45.6
Other*	21.4	78.6
Subject areas:		
English	35.1	64.9
Foreign Language	41.4	58.6
Humanities	48.3	51.7
Mathematics	66.0	34.0
Computer Education	71.6	28.4
Physical Education	62.3	37.7
Health Education	56.8	43.2
Safety Education	89.7	10.3
Science	72.9	27.1
Social Science	65.2	34.8
Art	51.7	48.3
Drama/Theater	48.3	51.7
Music	60.2	39.8
Special Education	22.0	78.0
Vocational Education	59.7	40.3
Other teaching assignment	32.2	67.8
All teachers	35.9	64.1

Source: California State Department of Education. "Characteristics of Professional Staff in California Public Schools, 1982-83." Sacramento, CA: 1983.

EXHIBIT 33

Average Annual Salaries for 1983 Graduates in Various Fields

Chemical engineering	\$27,083
Electrical engineering	26,031
Computer science	24,485
Civil engineering	22,473
Physics	20,076
Mathematics	17,660
Marketing sales	16,941
Business administration	16,419
Personnel administration	15,931
Communications	15,606
Hotel restaurant management	14,699
Social sciences	13,835
Education	13,358

EXHIBIT 34

Median Income by Educational Level

Heads of Family (age 25 or older)	Median Family Income, 1982	3/4 of Median
5 years or more of college	\$41,587	\$31,190.25
Finished college	\$35,778	\$26,833.50
1 to 3 years of college	\$27,440	\$20,580.00
Finished high school	\$23,837	\$17,877.75
1 to 3 years of high school	\$17,517	\$13,137.75
Finished grade school	\$15,251	\$11,438.25
Did not finish grade school	\$12,047	\$9,035.25

Source: U.S. News & World Report, August 15, 1983 and September 5, 1983.

EXHIBIT 35

Teacher Salaries and State Wealth
1982-83

Item	California (rank)	U.S.
Average teacher salary	\$23,555 (8)	\$20,531
Per capita income	12,543 (5)	11,056
Personal income per pupil	82,325 (9)	70,422
Total teacher salaries as a percent of personal income	1.3% (50)	1.7%

Source: Feistritz, C. Emily. The Condition of Teaching. A State by State Analysis. Princeton, New Jersey: The Carnegie Foundation for the Advancement of Teaching, 1983.

EXHIBIT 36

CBEST Pass Rates by Race
(N=23,023)

Whites	76%
American Indians	72%
Asian Americans	53%
Hispanics	40%
Mexican Americans	36%
Blacks	25%

EXHIBIT 37

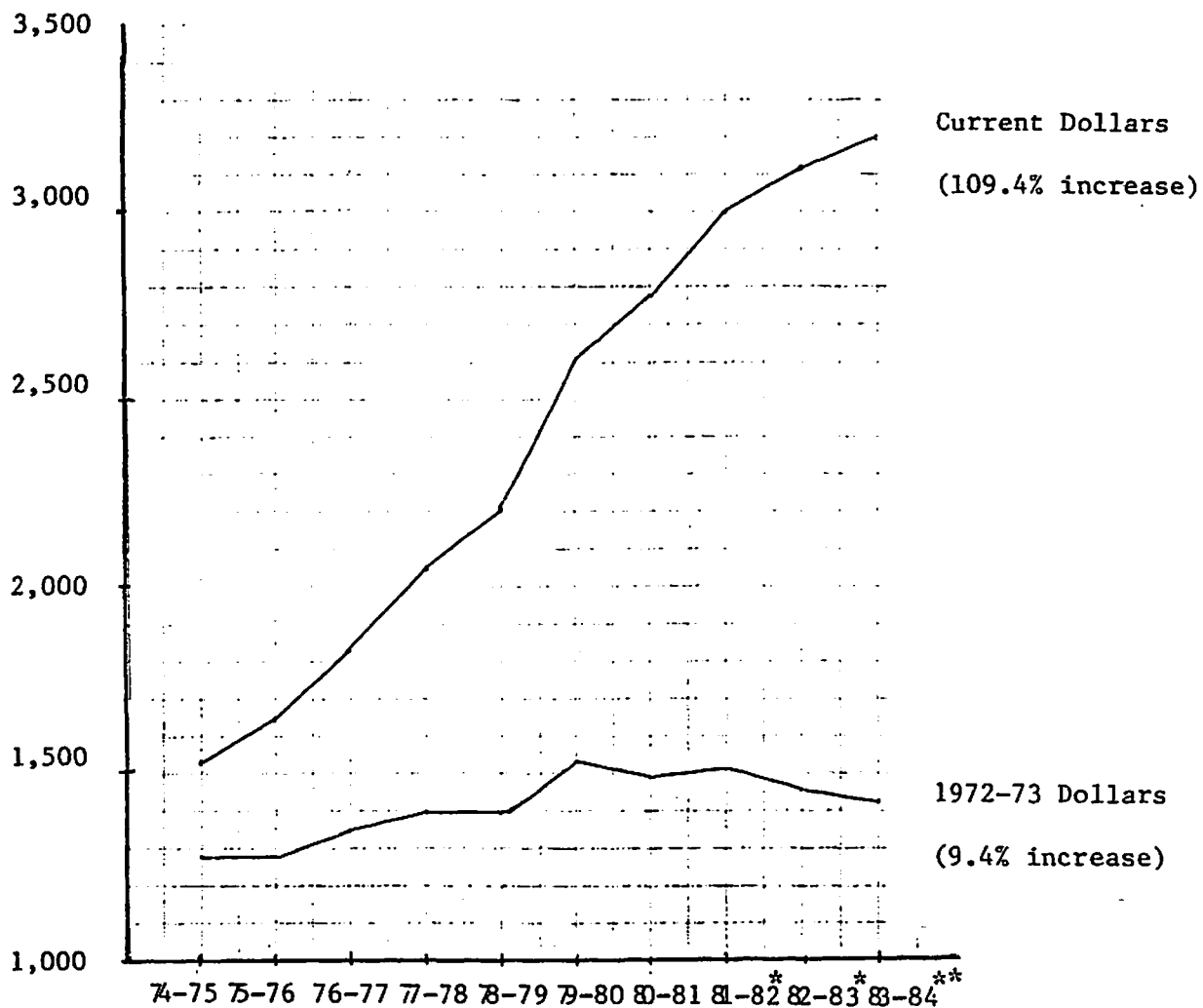
Average Salaries for Administrators
by Sex and Racial or Ethnic Group, 1982-83

Sex of Administrator	Average salary, by racial or ethnic group					
	American Indian or Alaskan Native	Asian or Pacific Islander	Filipino	Hispanic	Black Non-Hispanic	White Non-Hispanic
<u>Male</u>						
Average Salary	\$36,063	\$33,332	\$33,736	\$35,059	\$35,444	\$37,300
% of Administrators	<1	1.0	<1	5.0	3.4	57.0
<u>Female</u>						
Average Salary	32,572	31,236	31,257	31,199	32,292	32,974
% of Administrators	<1	1.2	<1	2.8	4.8	23.7
<u>Overall</u>						
Average Salary	35,304	32,209	32,523	33,680	33,594	36,030
% of Administrators	<1	2.3	<1	7.7	8.2	80.7

Source: California State Department of Education. "Salaries of Professional Staff in California Public Schools, 1982-83." Sacramento, CA: 1983.

EXHIBIT 38

K-12 Total Revenues per ADA, 1974-75
Through '84 - '85



*estimated

**budgeted

Source: Legislative Analyst. Analysis of the Budget Bill.
Berkeley, CA: 1983 and 1984.

EXHIBIT 39

K-12 Total Revenues, 1974-75 through 1983-84
(in millions)

Year	Local Property Tax Levies	State Property Tax Subventions	State Aid	Federal Aid	Misc. ²	Total Funding	ADA	ADA (72-73 \$)
1974-75	\$3,348.2	\$430.8	\$2,356.7	\$550.4	\$524.4	\$7,210.5	\$1,530	\$1,290
1975-76	3,795.2	485.6	2,594.4	591.6	391.1	7,587.9	1,650	1,287
1976-77	4,256.1	494.0	2,764.6	644.4	495.6	8,654.7	1,834	1,342
1977-78	4,728.6	516.0	2,894.9	891.5	485.6	9,516.6	2,045	1,397
1978-79	2,337.1	241.5	5,333.4	962.3	551.3	9,425.6	2,207	1,398
1979-80	2,000.0	180.0	6,998.5	1,100.4	702.7	10,981.6	2,611	1,525
1980-81	2,195.5	257.4	7,348.9	1,064.7	866.3	11,732.8	2,784	1,497
1981-82(est.)	2,814.6*	245.1	7,779.5	882.4	974.9	12,696.5	3,013	1,504
1982-83(est.)	2,665.0	245.2	8,214.4	855.7	1,104.2	13,074.5	3,110	1,460
1983-84(est.)	2,839.0	245.9	8,354.6	839.2	1,253.3	13,532.0	3,204	1,411
<u>Cumulative Change</u>								
Amount	-509.2	-184.9	5,997.9	288.8	728.9	6,321.5	1,674	121
Percent	-15.2%	-42.9%	254.5%	52.5%	139.0%	87.7%	109.4%	9.4%

¹Includes local debt

²Includes combined state/federal grants, county income, cafeteria fees, and other revenues

*The growth in property tax levies is primarily due to the one-time allocation of \$363.8 in 1978-79 unsecured property taxes.

EXHIBIT 40

State Expenditures for Education
1980

State	Tax Capacity Index	Tax Effort Index	Per Pupil Expenditure	Per Pupil Expenditure Capacity	Expected Per Pupil Expenditure	Actual Minus Expected Expenditures
Alabama	76	85	1,569.54	1,724.39	1,465.73	103.81
Alaska	260	166	4,658.79	5,899.22	9,792.71	-5,133.92
Arizona	89	117	1,964.40	2,019.35	2,362.64	-398.24
Arkansas	79	86	1,564.28	1,792.45	1,541.51	22.77
California	117	102	2,266.18	2,654.65	2,707.74	-441.56
Colorado	113	90	2,427.17	2,563.89	2,307.50	119.67
Connecticut	112	100	2,399.46	2,541.20	2,541.20	-51.74
Delaware	111	89	2,841.21	2,518.51	2,241.47	599.74
Dist. Columbia	111	131	3,284.08	2,518.51	3,299.25	-15.17
Florida	100	74	1,868.14	2,268.93	1,679.01	189.13
Georgia	82	96	1,628.65	1,860.52	1,786.10	-157.45
Hawaii	107	124	2,352.94	2,427.76	3,010.42	-657.48
Idaho	87	88	1,637.50	1,973.97	1,737.09	-98.59
Illinois	108	102	2,587.25	2,450.44	2,499.45	87.80
Indiana	92	84	1,903.55	2,087.42	1,753.43	150.12
Iowa	105	96	2,335.38	2,382.38	2,287.08	48.30
Kansas	109	88	2,158.61	2,473.13	2,176.35	-17.74
Kentucky	83	89	1,704.18	1,883.21	1,676.06	28.12
Louisiana	109	78	1,771.38	2,473.13	1,929.04	-157.66
Maine	80	111	1,753.09	1,815.14	2,014.81	-261.72
Maryland	99	109	2,589.46	2,246.24	2,448.40	141.06
Massachusetts	96	135	2,815.79	2,178.17	2,940.53	-124.74
Michigan	97	116	2,632.96	2,200.86	2,553.00	79.96
Minnesota	102	111	2,396.67	2,314.31	2,568.88	-172.21
Mississippi	69	96	1,674.39	1,565.56	1,502.94	171.45

State Expenditures for Education
(continued)

State	Tax Capacity Index	Tax Effort Index	Per Pupil Expenditure	Per Pupil Expenditure Capacity	Expected Per Pupil Expenditure	Actual Minus Expected Expenditure
Missouri	94	84	1,951.22	2,132.79	1,791.54	159.68
Montana	112	92	2,443.77	2,541.20	2,337.90	105.87
Nebraska	97	102	2,146.09	2,200.86	2,244.88	-98.79
Nevada	154	60	2,064.30	3,494.15	2,096.49	-32.19
N. Hampshire	97	75	1,896.12	2,200.86	1,650.65	245.47
N. Jersey	105	112	3,182.77	2,382.38	2,668.27	514.50
N. Mexico	107	83	2,034.74	2,427.76	2,015.04	19.70
N. York	90	167	3,451.66	2,042.07	3,411.41	40.25
N. Carolina	80	97	1,754.97	1,815.14	1,760.69	-5.72
N. Dakota	108	79	1,929.13	2,450.44	1,935.85	-6.72
Ohio	97	87	2,083.77	2,200.86	1,914.75	169.02
Oklahoma	117	72	1,925.25	2,654.65	1,911.35	13.90
Oregon	103	93	2,686.45	2,337.00	2,173.41	513.04
Pennsylvania	93	104	2,536.49	2,110.10	2,194.50	341.99
Rhode Island	84	123	2,541.80	1,905.90	2,344.26	197.54
S. Carolina	75	95	1,725.62	1,701.70	1,616.62	109.00
S. Dakota	90	88	1,898.89	2,042.04	1,797.00	101.89
Tennessee	79	84	1,618.14	1,792.45	1,505.66	112.48
Texas	124	65	1,930.17	2,813.47	1,828.76	101.41
Utah	86	101	1,640.01	1,951.28	1,970.79	-330.78
Vermont	84	104	1,993.97	1,905.90	1,982.14	11.83
Virginia	95	88	1,982.02	2,155.48	1,896.82	85.20
Washington	103	94	2,575.65	2,337.00	2,196.78	378.87
W. Virginia	94	82	1,921.06	2,132.79	1,748.79	172.17
Wisconsin	95	116	2,475.55	2,155.48	2,500.36	-24.81
Wyoming	196	74	2,503.08	4,447.10	3,290.85	-787.77
U. S. Average	100	100	2,268.93	2,268.93	2,268.93	0

EXHIBIT 41

Current Public School Expenditures, per Pupil, 1980

Category	United States	California
Administrative	89.39	49.65
Instructional	1,390.95	1,501.10
Transportation	100.11	37.63
Operating & Maintenance	254.51	208.57
Other Pupil Services	125.95	86.37
Fixed Charges	308.02	382.87

EXHIBIT 42

Average Annual Instructional Staff Salaries

Year	Constant (1980-81)		Current	
	California	U. S.	California	U. S.
1939-40	\$14,569	\$8,930	\$2,351	\$1,441
1949-50	NA	11,008	NA	3,010
1959-60	19,454	15,251	6,600	5,174
1969-70	22,885	20,271	9,980	8,840
1979-80	20,779	18,720	18,626	16,780
1980-81	20,965	18,409	20,965	18,409

EXHIBIT 43

State K-12 Expenditures per ADA

<u>Year</u>	<u>Current Dollars</u>	<u>Constant (1977-78) Dollars</u>
1977-78	\$1,676	\$1,676
1978-79	1,814	1,670
1979-80	2,065	1,753
1980-81	2,204	1,705
1981-82	2,358	1,689
1982-83	2,360	1,613
1983-84	2,567	1,692
1984-85	2,751	1,725

EXHIBIT 44

Proposed 1984-85 K-12 Budget
(millions)

Item	1983-84	1984-85*	% Change
Total state/local expenditures	\$10,983	\$11,902	+8.4
Selected Programs**			
School Apportionments	6,362	6,864	+7.9
Economic Impact Aid	182	182	---
Special Bilingual Programs	7	7	---
Adult Education	171	175	+2.3
Special Education Programs for Exceptional Children	929	816	-12.2
Education for Handicapped Children	942	955	+1.4
Vocational Education Programs	91	81	-11.0
School Improvement Program	208	263	+26.4
Child Development	270	278	+3.0
Child Nutrition	357	356	-0.3
Urban Impact Aid	71	80	+12.7

*Governor's Budget, 1984-85

**Includes federal funds

Source: Governor's Budget, 1984-85. Sacramento, CA: Office of the Governor, 1984.

EXHIBIT 45

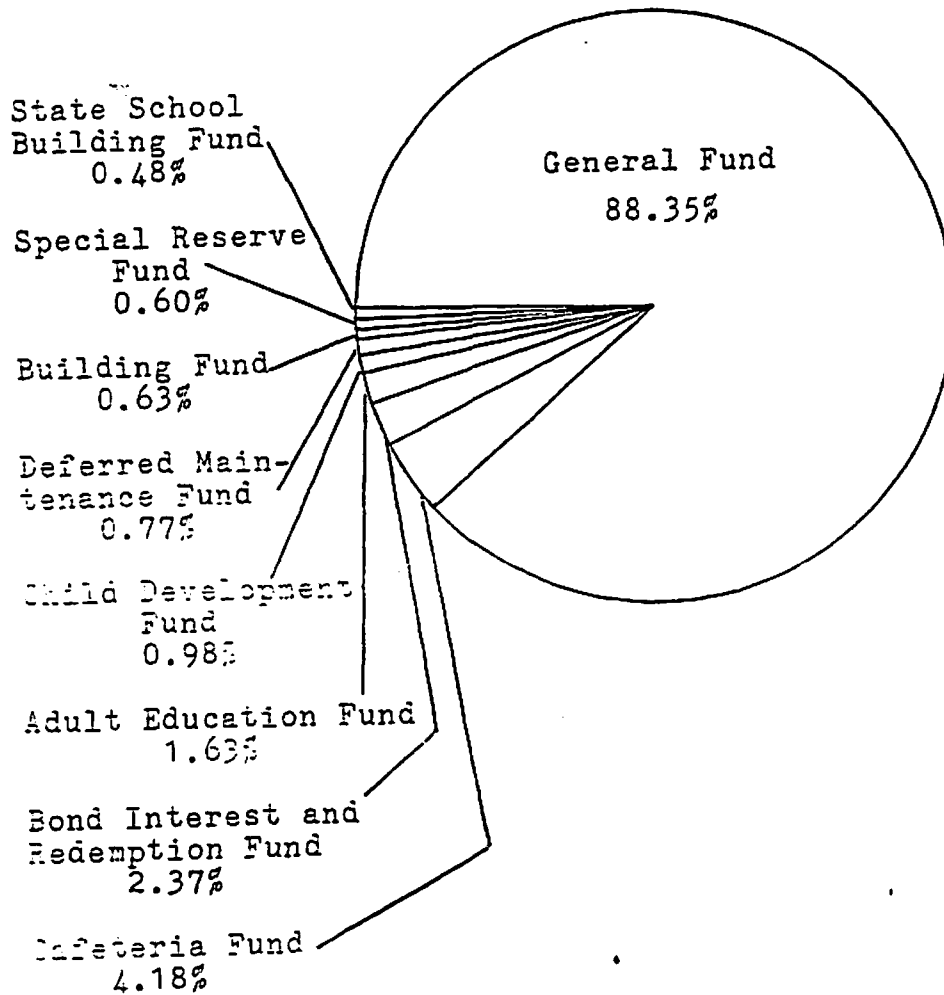
Funding for SB813 Programs
(millions)

Program	1983-84	1984-85
Incentives for longer instructional day/year	--	256.9
Beginning teachers salaries	12.3	24.8 (+102%)
Summer school programs	--	40.9
Small school district funding	3.1	3.1
Education improvement incentive program	--	15.0
Specialized secondary programs	--	2.0
Tenth grade counseling	6.2	6.6 (+6%)
Expansion of opportunity classes	--	4.1
Year-round school incentives	--	7.7
School improvement program equalization	--	10.3
Increased funding for instructional materials	36.9	36.1 (-2%)
Teacher instructional improvement grants	--	17.1
Mentor teacher program	10.8	30.9 (+186%)
Teacher education and improvement center	--	5.1
Administrator training and evaluation program	--	2.0
Pilot project for administrative personnel	--	0.25
Pilot project to strengthen personnel and management	--	0.25
Urban impact aid program	--	9.2
California assessment program	0.2	0.7 (+250%)
Adult education growth	4.0	4.0
Serrano equalization	23.5	145.1 (+517%)
Education technology	0.5	5.6 (+1020%)
School bus replacement	1.0	3.0 (+200%)
Local assistance bureau staffing	--	0.2
Total	98.5	630.9 (+540.5%)

Source: Legislative Analyst. Analysis of the Budget Bill. Berkeley, -CA: 1983 and 1984.

EXHIBIT 46

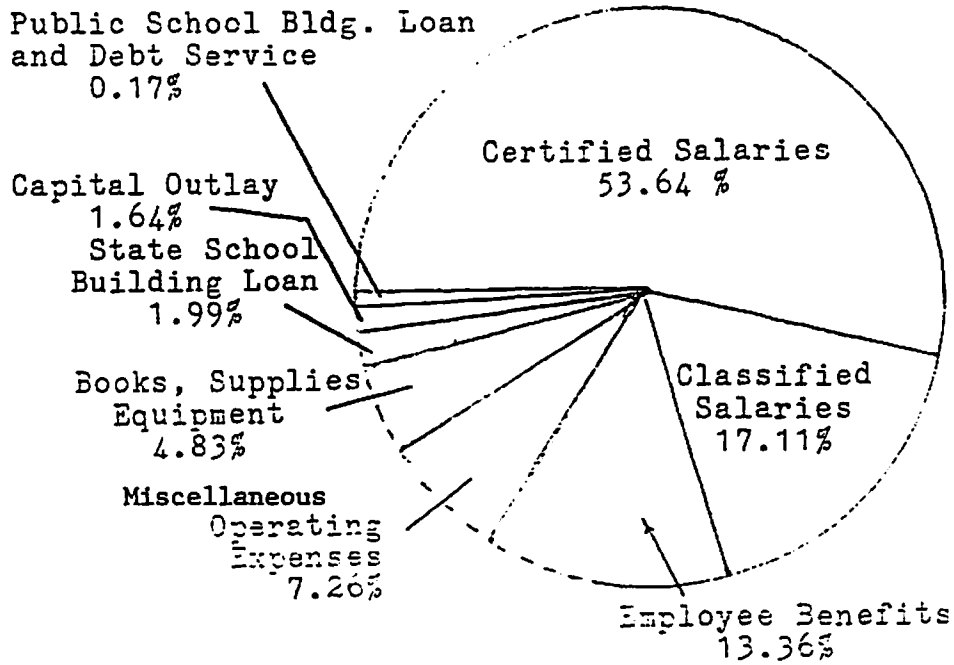
School District Expenditures
1981-82



Source: California State Controller. Financial Transactions Concerning School Districts and Community College Districts of California. Sacramento, CA: Author, 1983.

EXHIBIT 47

Public School General Fund Expenditures
1981-82



Source: California State Controller. Financial Transactions Concerning School Districts and Community College Districts of California. Sacramento, CA: Author, 1983.

EXHIBIT 48

Number of Districts reporting Transactions

or Ending Balances, by Fund, 1981-82

<u>Fund</u>	<u>No. of Districts Reporting</u>
General Fund	1,137
Building Fund	335
Special Reserve Fund	646
Deferred Maintenance Fund	756

Source: California State Controller. Financial Transactions Concerning School Districts and Community College Districts of California. Sacramento, CA: Author, 1983.

EXHIBIT 49

Funding for State Categorical Education Programs
(in millions)*

Program	Actual 1979-80	Actual 1980-81	Actual 1981-82	Est. 1982-83	Budget 1983-84	5 Yr. Change	
						Amount	Percent
Court and Federal							
Mandates	\$141.9	\$150.9	\$128.7	\$128.7	\$140.4	-\$1.5	-1.1%
School Improvement	135.3	152.4	162.7	162.7	162.7	27.4	20.2
Economic Impact Aid	142.6	161.5	171.7	171.7	171.7	29.1	20.4
Miller Unruh	14.0	15.3	16.2	16.2	16.2	2.2	15.7
Native-American Educ.	0.3	0.3	0.3	0.3	0.3	--	--
Demonstration Programs	3.0	3.2	3.6	3.6	3.6	0.6	20.0
American Indian Centers	0.6	0.7	0.8	0.8	0.8	0.2	33.3
Adult Education	141.7	148.9	158.4	148.0	149.3	7.6	5.4
Special Education	449.1	639.5	712.5	727.2	727.6	278.5	62.0
Curriculum Services	1.1	1.1	0.9	0.9	1.0	-0.1	-9.1
Instruction Materials	38.4	42.3	40.9	40.9	40.7	2.3	6.0
Staff Development	2.1	3.1	2.5	12.7	7.9	10.6	504.8
Child Care (includes federal funds)	176.5	207.3	220.3	220.2	218.2	50.2	28.4
Child Nutrition	38.6	33.8	25.4	26.1	25.3	-11.7	-30.3
Urban Impact Aid	62.1	63.4	58.0	67.1	69.1	7.0	11.3
State Mandates	3.3	43.4	23.7	27.4	14.3	11.0	333.3
Gifted & Talented	13.7	15.5	16.8	16.8	16.8	3.1	22.6
Driver Training	17.2	18.3	17.3	17.8	17.3	0.6	3.5
Preschool	25.8	28.5	30.1	30.3	32.2	6.4	28.4

*State source funds only

Source: Legislative Analyst. Analysis of the Budget Bill. Berkeley, CA: 1983 and 1984.

EXHIBIT 50

Funding for Local School Assistance
Final Budget 1983-84

Item	Funding Source					
	State		Federal		Total	
	Amount	Percent	Amount	Percent	Amount	Percent
School Apportionments	5,700,960	72.1	34,838	4.3	5,735,798	65.8
COLA	524,730	6.6	-0-		524,730	6.0
Categorical Aid	1,683,125	21.3	773,058	95.7	2,456,183	28.2
Total	7,908,815	100.0	807,896	100.0	8,716,711	100.0

Source: 1983 Budget Act, Final Budget.

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